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THE
INAUGURAL ADDRESS
OF
FREDERICK O. PRINCE,
MAYOR OF BOSTON,
TO
THE CITY COUNCIL,
JANUARY 1, 1877.



BOSTON:
ROCKWELL AND CHURCHILL, CITY PRINTERS,
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1877.

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1877

CITY OF BOSTON.

IN COMMON COUNCIL, January 1, 1877.

Ordered, That his Honor the Mayor be requested to furnish a copy of his address, that the same may be printed.

Sent up for concurrence.

BENJAMIN POPE, *President*.

IN BOARD OF ALDERMEN, January 8, 1877.

Concurred.

JOHN T. CLARK, *Chairman*.

A D D R E S S .

GENTLEMEN OF THE CITY COUNCIL:— We meet to assume high and responsible trusts, — the management for the ensuing year of the municipal affairs of a great city, — a city possessed of nearly seven hundred and fifty millions of taxable property, and a population approaching four hundred thousand, — a city proud of her history, jealous of her rights, and ever watchful of whatever affects her interests and her honor.

We meet under peculiar circumstances. One of the most important national elections, — perhaps, when all its results shall be disclosed, the most important election recorded in our annals, — has just been held, after a contest waged with unexampled excitement and acrimony.

The issue is yet undecided, and the country is deeply stirred by the rival claims of two great parties for the right to administer the Government.

The recent municipal election reflected to some extent the passions of the Federal election; but party strife and party animosities have no recogni-

tion in this presence. We should exercise the powers delegated to us for the welfare and prosperity of all the citizens, without regard to party differences or party interests. Under that inspiration of peace and good-will to all which comes from the Christmas season, let us endeavor to do so.

CITY DEBT.

Permit me first to direct your attention to our financial condition:—

The gross debt of the city on 31st Dec., 1876, was \$45,058,151 58

The sinking fund and other available means

amounted to	16,681,789 34
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Showing the net debt to be	\$28,376,362 24
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The cost of the water works at that date was	.	15,342,603 33
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Thus making the net city debt, exclusive of cost of

water works	\$13,033,758 91
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We are assured that the difference between the interest on the net debt and the gross debt, which the law requires us to add to the sinking fund, would extinguish the entire debt (exclusive of the water debt) in about *seven* years; so that, if we avoid new obligations, our city will be substantially free of debt, as the income from water rates pays the interest of water loans.

My knowledge of facts, and capacity to cipher, do not permit me to endorse fully this pleasing statement; but if it be true that we are so near the happy time when the city debt shall be no more, and the taxpayer and the tax-gatherer shall lie down together in amity, our citizens will, indeed, see a *silver* lining in the financial cloud, and, cheered by this prospect of coming relief, endure bravely these seven years of heavy taxation.

CITY EXPENSES.

There is great complaint throughout the country of extravagance in the administration of public affairs — extravagance not only in the national, but in the State and municipal governments. The people feel that they are paying too much for government. They think that republican institutions do not exempt them from one of the most intolerable oppressions of monarchy, — grinding taxation. Upon the issue of reform, both the great parties contended in the recent Federal election, and a vast popular majority has demanded retrenchment.

For a long time a growing conviction has been held among our citizens that our municipal expenses are greater than they should be, — that we are spending too much. They find that the expenditures of the city, exclusive of temporary loans and city debt

reclaimed, has increased from about two and a half millions in 1855 to over fifteen millions in 1875.

This steady increase of expense awakens the suspicion, if it does not justify the belief, that things are not as they should be.

My immediate predecessor in office asserts, in his last inaugural address, that the annual expenditure of the City Government at the present time exceeds the entire expenditures of the United States Government at the time the first city charter was granted. If this be so, is it not time to cry, "Stop"?

The recent municipal election turned substantially on the issue of urban reform. In accepting office we pledged ourselves to do all in our power to correct whatever requires correction.

To test the accuracy of the popular belief that our expenses are too great, we should examine the costs of each department of the service. This duty will be most laborious; but it is a duty imposed by our trust and our pledge, and its importance will not permit its neglect.

I am not for a niggard economy, — an economy which is mean and unworthy a community refined, educated, liberal and cosmopolitan, such as we claim and boast to be. I know the wants, spirit and policy of my native city. The pride and patriotism of her sons will supply whatever her safety and well-being

require; whatever the defence of her commercial, manufacturing, educational, sanitary and other great and vital interests may call for; whatever her honor demands. But they reprobate and oppose at all times, and especially at this time, when capital is unproductive, and labor unemployed, — when the cost of all necessities is so largely disproportioned to wages, with no just expectation of an improved condition in the immediate future, — all unnecessary municipal waste and extravagance.

We have been accustomed at the beginning of each year, when assembled for the purpose for which we now assemble, to set forth in rhetorical periods the necessity of retrenchment, and the determination to economize. But these first of January municipal resolutions of reform are too like the promises of individuals at such times, and as often evaporate in words; for nothing comes of them.

Let us not disappoint the just expectations of those for whom we act. If it shall be found that we are spending too much, let us ascertain where savings may be made. As all large sums are but the aggregate of many small ones, let us inquire if there have not grown up habits of expense which may be corrected. Can we not, without prejudice to the public interests, employ fewer assistants in the departments? Can we not, without injustice to the

employés, or injury to the service, reduce salaries? Can we not show that we buy what we do not need; that in the erection of our various public buildings we spend on useless ornamentation, and otherwise, more than is necessary; that in our public works, in our street widenings, and other improvements, we are extravagant? Do we not pay too much for materials, and for work?

My predecessor told us in his valedictory that we should reduce next year our tax valuation \$50,000,000, "but that our city expenditures can be so reduced as to keep the rate of taxation about where it is." We thus have the highest authority for the belief that an immense reduction in our expenses can and should be made at once.

The secret of success in the management of public affairs is the same as in private affairs. The principles underlying both are the same. DON'T BUY WHAT YOU DON'T WANT, AND AVOID DEBT. Here lie all the law and the gospel of finance. The great reformer (Mr. Tilden) well puts the case in his letter to the Secretary of the Treasury, in 1865. He says: "There is no royal road for a government than for an individual or corporation. Cut down your expenses; live within your income. I would give all the legerdemain of finance and financiering

—I would the whole of it—for the old, homely maxim,—‘Live within your income.’”

Let me, without seeming to make light of a grave subject, cite another authority to the same point, that of one who was taught by the sternest of teachers—experience—the lessons of economy. The inimitable Mr. Micawber gives us, in his peculiar way, the whole philosophy of finance when he says, “Annual income, twenty pounds; annual expenditure, nineteen pounds, nineteen, six—result, happiness. Annual income, twenty pounds; annual expenditure, twenty pounds, ought, and six—result, misery.”

If we could reduce our expenses, and thus lighten taxation, we should bring back to us those citizens who now pay taxes elsewhere, and attract within our limits many whose producing industry would greatly augment our municipal wealth.

WIDENING STREETS.

The cost of widening and extending streets has always been a large item of municipal expenditure. The streets of Boston were originally laid out so narrow and irregular, that, as the population and business increased, improvements were constantly required. The lands taken for this purpose were generally those in the business parts of the city, and

therefore the most valuable. The annual cost of these improvements has consequently been very large.

Since the great fire very extensive changes in the lines of the streets of the burnt district have been called for, and made — at the expenditure of over six millions of dollars.

These improvements, required, without doubt, by the pressing wants of business, and the convenience of the public, have received the approval of our citizens; but they have caused a heavy taxation. Further street widenings are suggested, which would require heavy appropriations; but I advise the postponement of any expensive undertakings in this direction, and of all such not absolutely needed, until we can better afford it.

We are near the limit imposed by law on municipal indebtedness, and the necessity of spending large sums demanded for sewers and other necessary objects will tax heavily the resources of our citizens.

WATER.

The work of bringing water from Sudbury river has been prosecuted with vigor during the last year. It is believed that the whole cost of it will be about \$1,650,000. This sum includes estimated damages to land, and all charges for additional supply, except

interest paid during construction, and water damages. It is believed that it will be completed in about a year.

The whole cost of all the water works will probably not exceed \$18,000,000.

With the completion of the Sudbury-river works the city will have, from all sources, a supply of water sufficient for the wants of 1,000,000 inhabitants.

The balance of cost of the water works to Dec. 31, 1876, was \$14,093,603.33.

The total number of water-takers to that date was 66,229.

The total receipts of water rates, from Jan. 1,

1876, to Dec. 31, 1876, were \$1,378,757 64

Paid during the year 1876 : —

Interest	\$870,524 81	
Current expenses	252,569 06	
Water for East Boston	47,852 59	
Payments to Chelsea, Somerville and Everett on Mystic contract	22,080 02	
	<hr/>	1,193,026 48

Leaving net receipts \$185,731 16

From this balance should be deducted interest for one year on the Mystic Water debt, about \$70,000.

The entire management of the Water Department has been committed to a Water Board by act of the

Legislature, passed 1875; and it is believed that the public benefit has been greatly advanced by the change.

SEWERAGE.

No subject at this time claims so large a share of your serious consideration as that of *sewerage*. The health, prosperity, every interest, in fact, of our people depend upon it.

Do you expect Boston to maintain its present position among the other cities of the country?—do you wish her to increase in wealth, in commercial importance, in political influence, to be what we claim she is,—the model metropolis? See to it then that she shall have *pure*, as well as *free* air, for the lungs of her people.

The importance of perfect sewerage, good drainage, cleanliness and ventilation cannot be overstated. Boston is now one of the most unhealthy of the large cities. I appeal for the truth of this statement to the eloquence of facts. The statistics, according to accurate medical authority, show the Boston annual death-rate to be 26.18 in a thousand, while that of London is but 23.7, and that of Philadelphia only 19.3. We are fast approaching our two unhealthiest cities, New York and New Orleans.

Two causes, according to the medical experts, have

produced this result. One is the want of a proper system of sewerage, the other proper open spaces or parks for the storage and distribution of oxygen, — a prime necessity of life everywhere throughout our crowded city.

The instructive letter of our fellow-citizen, the eminent Dr. Edward H. Clarke, upon this subject, addressed to the meeting of citizens held at Faneuil Hall, in June last, assures us "that defective sewerage and imperfect drainage are sapping the health of the city." All the authorities agree with him as to the baleful effects of these two causes of disease.

In 1875 a very able scientific commission, consisting of two engineers and one physician, was appointed by the City Council to examine the whole subject of sewerage and drainage, and their report (City Doc. No. 3) shows that the work has been well done. Their investigations have been made with great care, and their high professional reputation gives convincing weight to their conclusions.

In July last an appropriation of forty thousand dollars was made to obtain accurate surveys, and procure true estimates of the cost of constructing works substantially upon the plan recommended by the commissioners. If this plan should be adopted it would without doubt give us a perfect system of sewerage for an indefinite time, however large our

population may be. The cost of the works, or of any works which would secure the desired result, would be great; but I am sure that any additional taxation which they might require would be cheerfully submitted to by our tax-payers, because adequate sewerage is a NECESSITY; and whatever necessity demands it vindicates.

PARKS.

Another subject of great importance, in respect to the health and welfare of our citizens, is that of *Parks*. It demands, and should receive, your careful consideration.

This matter has been before the people, in different ways, for a long time.

The first action directed to the establishment of a public park was taken in 1869, upon the petition of large numbers of our leading men and wealthy tax-payers. A committee of the City Council was appointed to hear the parties; and, after doing so, reported an order, directing the Mayor to petition the Legislature for leave to purchase lands for one large, or several small parks.

The order was passed, and an act in accordance therewith obtained from the Legislature. It contained a clause requiring a two-thirds vote of the

people for its acceptance. It failed to become a law, for reasons having no relation to the merits of the question, two-thirds of the voters not voting for it.

In November, 1873, an order was passed, calling for a Joint Special Committee to consider and report upon the subject of establishing one or more parks; but the lateness of the year did not permit any action to be taken.

In the early part of 1874 a commission, consisting of the Mayor, two Aldermen, three Councilmen and three laymen, were appointed to consider the subject. This commission had several large public hearings upon the matter. All classes were there represented, and very great interest was manifested. No one opposed the project.

The committee reported on the 25th of November, and the report was submitted to the Council, by the Mayor, on the 3d of December. It forms City Document No. 105. The report recommends:—

First. That a park be laid out in some part of the territory between Arlington street and Parker's hill.

Second. That a series of parks of moderate size, connected by roads, be laid out between the third and fourth mile circles.

The lateness of the year again prevented action by the City Government of 1874.

In 1875 the matter was revived, and the order adopted.

The act asked for was obtained from the Legislature, and on the 9th of June was accepted by the people. Under this act three very competent and public-spirited commissioners were appointed and empowered to locate, under certain conditions and limitations, one or more parks within the limits of the city.

Their report (City Doc. No. 4) is a most interesting paper, and shows a painstaking, intelligent and exhaustive examination of the whole subject. It recommends the adoption of a series of parks, located in different sections of the city, connected by park-roads, thus giving park accommodations to all our citizens.

The plan of the commissioners, with their views in relation to it, has been subjected to careful scrutiny and criticism, and is generally approved. At a meeting held at Faneuil Hall, pursuant to a call signed by a large number of prominent citizens, to take action on it, addresses were made by the leading men in the different professions, and by the representatives of every class. Resolutions were then unanimously passed, endorsing the recommendations of the commissioners, and asking for immediate and favorable action by the City Council.

I may add that my immediate official predecessor, in his Inaugural Addresses of 1874 and 1875, has endorsed the recommendations of the Park Commissioners, and urged their adoption by the City Government with much force.

I have deemed it my duty to briefly recall to your attention the history of the movement in behalf of a system of parks, not only because of the importance of the subject, but in justice to the commissioners, who, without compensation, have given to it so much patient labor and valuable time.

It is beyond question, that our citizens confidently believe that the establishment of one or more parks within the municipal limits would increase the comfort, advance the prosperity, and improve the health of the people. They also believe that these parks should be located substantially as recommended by the commissioners, so as to be easily accessible to the masses, and not merely to those who, owning carriages, do not regard distance as objectionable.

There is great unanimity in respect to the general scheme of the report. Differences of opinion, however, without doubt, exist as to some of the suggestions of the commissioners; and it is thought by many that considerable modifications and changes might be made, which, without essentially disturbing

the value of the plan, might largely reduce the cost, and thus make its adoption more practicable.

The only question upon which there is substantial disagreement is that relating to the *time* when the work should be commenced.

It is claimed, with much apparent force, by many, that all action in the premises should be postponed until our debt should be lessened; until business revives, and our mechanics, manufacturers and merchants shall once more gather in the fruits of industry and enterprise.

On the other hand, it is urged that the time for beginning is *now*, because of the present unprecedented cheapness of land, resulting from the general prostration of all business; the great supply and cheapness of labor; the cheapness of money; and especially for sanitary reasons, as the health and safety of the city require certain portions of the territory embraced in the plan to be improved at once.

It is also urged, by the advocates for immediate action in this matter, that if the work is postponed we cannot have the parks; that with the growth of population buildings will cover the land; speculators will buy it, and the cost will be so immensely augmented that the attempt to carry out the plan of the commissioners, with extensive modifications even,

must be abandoned. Furthermore, it is claimed that the money expended in the purchase of land for park purposes would be well invested and quickly returned by betterments, and by increase in taxable value of surrounding property. In support of this assertion reference is made to all the other American cities, without exception, where such results have been obtained.

You will be called to consider the whole subject, as it has been referred to your action by the last city government. I doubt not you will do in the premises whatever the best interests of the city require; that you will pause and consider seriously whether the extent of our debt, the cost to be incurred for sewerage and other matters of prime necessity, together with the consequent increase of taxation, will justify a great park outlay, unless satisfied that the financial effect of parks will be the same here as it has been in other cities.

We should not overlook in our action in this matter that some portion of the park scheme is without doubt connected with the sewerage question.

If it be true, as the medical authorities say, that "portions of the park laid out by the commissioners will utilize localities that would otherwise become plague-spots and nurseries of disease; that the low lands along the banks of the Charles river, portions

of the Back bay, that natural cesspool, and other sections, are sure to become unhealthy localities, stations for distributing the germs of disease throughout their neighborhood, and at a distance from them unless they are reserved and left unoccupied," there should be no hesitation in the matter. These facts demonstrated, our action should be immediate, for, as I have said, we should accomplish at any cost what the health and safety of our citizens demand.

CITY CHARTER.

The matter of the city charter was referred to the present City Government by that of the previous year. It is well known that an able Board of Commissioners was appointed in 1873 to revise the city charter. Their report was made in 1875. It suggested changes so sweeping and so radical as to alarm the thinking and conservative part of our citizens.

One of the chief features of the proposed charter is the separation of the executive and legislative functions; the former to be represented as in the State and Federal Governments by a chief and a staff of officers or heads of departments; the latter to be exercised by representatives elected by the people.

It was apparent that the proposed charter virtually put the government of the city into commission, and made rather a government for the people than by the people.

The government created by these fundamental changes would be contrary to the customs, habits, traditions, policy, and genius of our population. New England people have ever been jealous of all attempts to take from them the management of their own affairs, and no portion of them more so than the citizens of Boston.

If our population was as large as that of the great cities of Europe, and as accustomed to have rulers think for them; if they were ignorant and uneducated; if they were indifferent to the success of our institutions, — the proposed changes in our city charter might be necessary to secure good government. But it is otherwise.

Our city, although respectable in size, and large enough to acquire a metropolitan character, cannot be classed, in respect to population, with New York and Philadelphia, — the former containing 1,040,000, the latter, 775,000 inhabitants; Boston having only 342,000. Our population is homogeneous in character, the New England tone and spirit dominating; and, through the rich blessings of our magnificent school system, educated to a knowledge of all their

rights and interests. Another objection to the proposed charter is found in the implied distrust running through it,—of the honesty and capacity of the people to conduct municipal affairs. There is ground for this objection.

The subject has been before our citizens for a long time. It has been examined and considered in Council, and through the press. Opposition to its adoption has been so pronounced that many of its leading features have been abandoned. In this amended condition it will come before you for your action. I need not say that it demands, and should receive, that careful and considerate attention which is due to its importance.

I cannot refrain from saying, before passing from the subject, that without doubt salutary changes might be made in our present charter. Without doubt, certain municipal departments could be best managed by commissioners. The present Board of Street Commissioners is a great and recognized improvement on the old system, which imposed all the vast labors performed by them on the Board of Aldermen. The business of this department has grown so large that the machinery of a commission has become necessary.

The subject of water, for a like reason, is more properly controlled by a Board of Commissioners;

but the business of less importance — the minor interests and affairs of the city — does not require, and should not be put under, the control of commissioners.

The appointment to office of all the proposed commissioners by the Mayor is another objectionable feature of the new charter.

If it is found that the business of any department of the public service can be better performed by a Board of Commissioners, the City Council should be empowered to provide by ordinance for the creation of such Boards, with authority, when they deem it for the public interest, to take from such Boards any powers previously given, or to abolish them entirely.

POLICE.

I am led to believe that the duties of the Police Department have been performed to the satisfaction of the public. Their duties have become — with our expanding municipal limits — very arduous. It is therefore necessary that their number should be increased.

The entire police force is only 700. The daily average number of men fit for duty during the last year has been 675.

The city contains about 320 miles of streets, and

covers an area of over 22,000 square acres. At this time, when so large a portion of our laboring population are out of employment, and so many vagrants seek the city from other places, the labor of the police officer must be greatly augmented. A faithful discharge of his duties must draw heavily on his physical and mental powers. I doubt if any city of this country, of equal population and extent of territory, is protected by so small a force. During the past year a very important change was made in the management of the department, by which the three different divisions of the force perform day work and night work in turn. Formerly one division of the police performed exclusively day work, and the other division night and early morning work. I cannot appreciate the reasons which have led to this new arrangement, and, as far as I can learn, it has produced dissatisfaction and complaint.

It is claimed that there is injustice in giving one portion of the police day work wholly, and to another night work wholly. The answer to the objection is apparent. Let the most desirable post of duty be assigned to the most meritorious, as the reward of merit.

A policeman is a *quasi* soldier, and should be stimulated to the faithful performance of duty by the hope of advancement. The good behavior and

fidelity of the London police—the best disciplined and most efficient body to be found in any city—are assured by promotion, and a pension at the expiration of service.

When our own police have served a long term of faithful service, some provision should be made to secure their declining years from want. They should not be compelled to depend upon charity for support. But it is not our policy to grant pensions; and I suggest that the fund, now amounting to over \$60,000, accumulated from the witness fees of officers in the Municipal Court, which the policy of the law does not allow them to receive, with such witness fees as are now paid to them in the Superior Court, be appropriated to the support of the deserving members of the department who are incapacitated, by reason of age and infirmities, from further service.

It is thought that they might in this way get an amount almost equal to half-pay. This arrangement would not commit the city to the payment of pensions, nor become a charge upon the treasury.

I think the efficiency of the department would be best maintained by a return to the old system.

I believe that there is no part of our municipal expenditures that the tax-payer pays so willingly as that of the Police Department. Property readily

contributes for its own protection. Few grudge the cost of that which protects life against its enemies.

One of the heads of the London police assured me that the worst parts of that vast metropolis could be traversed with perfect safety by day or by night; and the conviction of like security in every quarter of the great city of Paris almost reconciles the American to the irritating presence of military force.

The almost daily record of assaults upon our citizens by the *rough* prevents us from boasting a like immunity from danger, and vindicates the demand for an increase of our police.

SCHOOLS.

The school year ended on the 31st August last. I find by the Report of the Superintendent of Public Schools that the whole number of children at that time in the city between five and fifteen years of age was 58,636 — being a decrease for the year of 1,619.

There were eight High Schools, fifty Grammar Schools, four hundred and twenty-three Primary Schools, two Licensed Minor Schools, seventeen Evening Schools, six Drawing Schools, one School for Deaf-Mutes, one Normal School for Girls, and one Kindergarten School.

The number of teachers employed was 1,306. The increase of teachers for the year was ten.

The total expenditures for the year were . . .	\$2,015,380 84
Of this sum there was paid for salaries of teachers	\$1,235,375 24
For salaries of officers	\$31,428 35
For incidental expenses	470,830 68
Total of salaries and incidentals	502,259 03
Expenditures for school-houses and lots	277,746 57
	<u>\$2,015,380 84</u>

Vast as this sum is, there was a decrease of \$65,661.57 from the cost of the preceding year; but, according to the Report, this decrease does not result from the reduced expense of teachers and incidentals, but from diminution of outlay for school accommodation.

I have no disposition to question the judgment of the committees who have expended this large sum of \$2,015,380.84 for school purposes during the year; but our tax-burdened citizens should be informed, if it is necessary to spend so much money on our schools. Boston is proud of her public schools; but can they not be maintained at the required point of excellence at less cost? Are we not paying proportionately more than other cities? These are questions we shall be called upon to answer, and a careful examination into facts should be made to enable us to do so.

I do not undervalue the importance of our school system. It is the support of our political institutions; but it is not so sacred as to repel inquiry into its financial management, at a time when our increasing debt makes economy in every branch of the city service a necessity. We shall soon want — in fact we want *at once* — new school-houses for the Latin and High Schools. The building on Bedford street cannot accommodate these schools, and more than one-half the pupils belonging to them are quartered in the South-street and Harrison-avenue school-houses. This arrangement must greatly impair the discipline and efficiency of these institutions. The scholars are separated from the head-masters, so that the supervision of the latter is greatly diminished, and the former are much discomforted and exposed to constant danger from fire.

The city purchased some time ago a large lot of land on Warren avenue, for the accommodation of these schools; but it has been thought best to defer building till better financial times. I am advised that the reasons for commencing the work at once are urgent. It is for you to determine what should be done in the premises.

Under the legislative enactment of May, 1875, the School Board was reorganized and the Board of Supervisors created. Its special object was to pro-

vide a "competent and impartial agency for the examination of teachers and for the examination of schools." It would seem that there is considerable friction in the working of this new machinery, resulting from various causes; but, as far as I am able to judge, mostly from differences of opinion between the Superintendent and the Supervisors touching their respective powers and duties as defined by the rules and regulations of the School Board. It is a question of construction merely.

In a change so important as that effected by the act it is to be expected that some difficulties should appear at the start; but these are easily remedied by the School Board, and the success of the schools requires that the matter should be arranged at once.

The Superintendent and Supervisors differ especially with reference to the authority of one party to direct and control the other. Without expressing any opinion as to the merits of the controversy, I would observe that in my judgment, unless the Superintendent is made the controlling and responsible head of the system, it would be better to abolish the office and save the treasury the amount of his salary. If the Supervisors are to perform the functions of Superintendent, the latter is but a *supernumerary*.

There can be no doubt that the new system, when

it shall get into full working order, will advance the best interests of our schools and prove a great improvement on the old. It will be more efficient and less expensive, giving us better teachers and a higher scholarship in the pupils.

Time, however, will be required to develop fully these expected results.

TAX VALUATION.

I desire to call your attention to the subject of real-estate valuation for the purpose of taxation. The belief obtains to a considerable extent with the property-owners of this city, and it is complained, that real estate is appraised by the assessors beyond its true value. Questions like those of value depend so much upon opinion—not being susceptible of exact demonstration—that honest differences of judgment are found with the best experts. There is, however, without doubt, good cause for the complaint. Real estate—more perhaps than any other property—has suffered from the long-continued stagnation of all kinds of business. It had, before the so-called panic, under the inflation of prices resulting from the excessive issue of an unconvertible currency, reached a value very disproportionate to its true value. For the last three years it has

been, to a great extent, unproductive. Great numbers of dwelling-houses and stores are untenanted. Rents have fallen so low as to leave the landlord little beyond his taxes. Whenever forced sales are made, the prices realized are greatly under the original cost. To depress still further improved real estate, buildings can now be erected at a cost of thirty per cent. less than the prices of 1874. In this abnormal condition of things, the assessors must find it difficult to make just valuations. But they make mistakes, because they do not realize that the prices of 1874, from which they now abate, were inflated, and not true prices. The extent of the complaint of over-valuation is evidence of its justice.

Since the preparation of this address we are informed by my predecessor, in his valedictory, that it will be necessary to reduce, next year, the valuation of real estate \$50,000,000, "to bring it to a point that will approximate to its fair market value."

Over-valuation is not only wrong in principle, but is impolitic, and results in mischievous consequences.

Practically it may make no difference with the tax-payer whether he pay a *low* rate of tax on a *high* valuation, or a *high* rate on a *low* valuation, if it results in paying the same amount of tax; but high rates check municipal extravagance by alarming the ballot-holding tax-payer. We have a more realizing

sense of heavy taxation, if the rate be high, although the valuation is low, than if it were reversed. Over-valuation is an ingenious device to delude the people into the belief that they are not heavily taxed. Over-valuation helps the dealer in real estate to excessive prices, as the estimates of assessors are often invoked to deceive the judgment of purchasers. It would not be difficult to give many cases where the hard-earned wages of labor have been lost by trusting too much to the valuation of assessors in the purchase of the homestead which the policy of the law invites each citizen to possess.

Savings-banks and Trust institutions have suffered from over-valuation. They are forbidden to loan on mortgage more than two-thirds of the taxation value of real estate, the law assuming that this margin would be ample security against depreciation; but by reason of over-valuation this margin is often lost, and cases are not rare where the collateral would not pay the debt.

Over-valuation misleads the property-holder to false estimates of his wealth, and induces habits of expense which he cannot afford. It gains for him in business a credit to which he is not entitled, by making him the apparent owner of more than he really has. It increases the amount of our proportion of the State tax, and, by extending the limit

imposed by law on municipal indebtedness, encourages municipal extravagance.

Furthermore, over-valuation is wrong because contrary to the oath of the assessor. His official duty requires, and he is sworn, to appraise all property subject to taxation at its "true and fair cash value."

These remarks are not intended to reflect on any one. The able Board now serving the city, if they have erred in judgment, have, without doubt, honestly erred, and have been influenced by no improper motives. I have merely pointed out the mischiefs which, in my opinion, flow from the non-observance of the true principles of tax valuation.

BOARD OF HEALTH.

It gives me great pleasure to record the success with which the Board of Health are discharging their important duties. I have examined with some care their reports, and am satisfied that they are doing their work faithfully and well.

During the past year they have abated more than ten thousand nuisances affecting health, and inspected and ordered to be vacated one hundred and forty-eight houses as unfit for habitation. They have instituted sixty-four prosecutions for violation of sanitary laws and ordinances. Under their super-

vision all garbage and refuse matter have been promptly collected, and the streets kept in a clean condition. There have been during the year but seven cases of small-pox, five at East Boston and two at Quarantine. No case has appeared in the city proper.

Frequent inspection has kept the tenement houses in improved condition.

In a special communication of the Board to the City Council, in December, 1874, attention is called to the Roxbury canal, Stony-brook and Muddy-brook sewers, nuisances of the greatest danger to the public health. In their last report the subject is again brought earnestly to our notice.

Stony-brook sewer has for years discharged the sewage of a very large population over about one hundred acres of Back-bay flats. When the warm season comes the exhalations and odors therefrom will be most dangerous.

The assistance of the City Government is invoked by the Board to remedy the evil.

They declare the Roxbury canal to be a nuisance that cannot be abated except by filling, which, in their opinion, cannot be done unless the sewer outlets are located elsewhere.

The Board suggests the removal of the contents of the burial-grounds in their charge to some cemetery

without the city limits. If this were done, both the proprietors of the grounds and the city would be benefited, and the land utilized for some other purpose.

They advise better ventilation in some of the schools.

FIRE COMMISSION.

The Board of Fire Commissioners was organized and commenced their work Nov. 20th, 1873.

Their duties are arduous and difficult. They were required to reorganize the entire Fire Department.

Radical changes in any institution meet in the beginning with more or less opposition, resulting in more or less friction. Most of the obstacles which the Board was obliged to encounter have fortunately disappeared; and, from such information as I have been able to get, it would seem that the new system meets with general approval. It is believed that it will secure better discipline and more efficacy, without increase of expense.

The Board, in their report of 1875, claim "that the department, as now constituted, is one every way creditable to the city, and a force more reliable, and better able than ever before to give the protection to property which may be justly expected from it." There is reason to believe that this claim is well

founded. The principles upon which the department is managed, if strictly adhered to, must ultimately accomplish all the objects designed by the act establishing the commission.

LICENSE COMMISSIONERS.

The Prohibitory Liquor Law of this State, being in advance of public opinion, was not, and could not be, enforced. Its repeal was wise and judicious. True statesmanship regulates what it cannot eradicate. Legislation for the repression of vice and the promotion of good morals should be practical in character, so that its objects may be accomplished. The present license laws are a step in the right direction. That they satisfy the people may be inferred from the small number of votes thrown for the Prohibitory candidates in the recent State election. Their enforcement is not difficult, and salutary results have flowed from them. There are now fewer places in this city where intoxicating drinks are sold than before the law, and the records of our courts exhibit the gratifying fact that cases of drunkenness are greatly diminishing. We may never purge our city of the vice of intemperance, but we may approximate a consummation so devoutly to be wished.

CITY INSTITUTIONS.

My imperfect knowledge of some of the subjects of municipal concern does not permit me at this time to speak of them. They will receive my early attention, and I may desire, hereafter, to make to you suggestions in relation to them. I have reason to believe, from the ability and high character of those who have supervision of the various charitable and reformatory institutions of the city, and from such inquiry as I have made, and such limited personal examination as I have had, that these institutions are successfully accomplishing the important objects for which they were established.

PUBLIC LIBRARY.

The Public Library retains its favor with the public. Its value and usefulness are beyond estimate. The condition and management of the institution reflect great credit upon its directors.

OVERSEERS OF THE POOR.

The question has been raised whether the powers and functions of the Overseers of the Poor could not be more economically and properly exercised by the Board of Directors of Public Institutions. I am not sufficiently acquainted with the subject to give thereon

any opinion of value. If the matter should come before you hereafter, it will, without doubt, be thoroughly examined and considered, so that the merits of the case will fully develop.

BOARD OF REGISTRARS OF VOTERS.

I am not aware that there is any suggestion to make respecting the powers given by law to the Board of Registrars of Voters. They are well defined and ample. When properly enforced, fraudulent registration must be difficult, and honest and fair elections as well assured as they can be in large cities.

In addition to the duties originally imposed on the Board, it is required, by the act of 1876, to prepare the list of jurors. This work has hitherto been performed by the City Clerk.

REFERENCE TO THE NEXT CITY GOVERNMENT.

I hope we shall be able to keep abreast of our business. The habit of leaving a legacy of unfinished work to our successors, by referring matters to the next City Government, should be abandoned. It leads to great inconvenience and loss of time. When a subject has been examined, so that its merits are understood, it should be acted upon without unnecessary delay, but it is often allowed to drag

along till near the close of the year, when a motion "to refer" makes an easy disposition of it. The next City Government cannot take immediate action because uninformed in the matter. A great deal of business, thus laid over, is not reached until June, when vacation begins. Little is done until the fall. From this time to January, business crowds, and reference perhaps is made to another City Government, of what was inherited from that preceding. We have on our docket a good deal of this referred work.

I have thus brought to your attention some of the important municipal matters upon which you will be called to act.

It must be apparent to you, from their number and gravity, that the offices to which you have been elected are, if the duties pertaining to them be well performed, no sinecures.

Your labors will be difficult and trying. You will be unable to please every one. There will be dissatisfaction and grumbling. There will be heavy drafts on your patience, your tempers, and your courage. But let us, unmindful of the complaints of the unreasonable, the importunities of the selfish, and all personal consequences, execute the trusts reposed in us without fear or favor, looking only to the welfare and prosperity of our beloved city.

APPENDIX.

The following is an Exhibit of the total *funded* and *unfunded* debt of the City, December 31, 1876, compared with the debt of the city at the close of the year 1875 : —

	Dec. 31, 1876.	Dec. 31, 1875.
Funded debt	\$44,958,822 30	\$43,886,632 24
Unfunded debt, including loans authorized but not negotiated, as follows : —		
Dec. 31, 1875. Water works, Wards 17 and 19, balance	\$15,000 00	
Amount advanced by the Treasurer on Oliver street	84,329 28	
	<hr style="width: 100%;"/> 99,329 28	1,247,629 28
	\$45,058,151 58	\$45,134,261 52
	<hr style="width: 100%;"/>	<hr style="width: 100%;"/>

Decrease of the *gross* debt during the municipal year, 1876, \$76,109.94.

The means on hand for the payment of this debt of \$45,058,151.58, December 31, 1876, compared with those of 1875, were as follows : —

	Dec. 31, 1876.	Dec. 31, 1875.
Funds in the hands of the Sinking Fund Commissioners	\$15,782,996 93	\$15,253,555 73
Public land and other bonds pledged for the payment of the debt ,	898,792 41	1,128,070 77
	<hr style="width: 100%;"/> \$16,681,789 34	<hr style="width: 100%;"/> \$16,381,626 50
	<hr style="width: 100%;"/>	<hr style="width: 100%;"/>

Increase of means during the municipal year 1876, \$300,162.84.

The gross debt December 31, 1876, was	\$45,058,151 58
The means on hand for the payment of the same, December 31, 1876	16,681,789 34
Net debt, Dec. 31, 1876, was	<u>\$28,376,362 24</u>

The *net* debt of the city, December 31, 1875, was \$28,752,635.02, which, compared with that of December 31, 1876, as above, shows a *decrease* of the *net* debt during the year 1876, amounting to \$376,272.78, while the *gross* debt was decreased, as before stated, \$76,109.94.

During the year 1876 the payments on account of the debt amounted to \$2,300,018.58, and the certificates of indebtedness for this amount were cancelled.

The *gross* debt is classified by the Auditor of Accounts as follows : —

	Dec. 31, 1876.	Dec. 31, 1875.
City debt proper	\$25,481,389 06	\$26,950,326 58
*Cochituate water debt (net cost of the works)	14,121,521 92	12,546,739 19
War loans (outstanding)	1,794,500 00	1,794,500 00
Roxbury debt (outstanding)	423,600 00	444,750 00
Dorchester debt (outstanding)	109,500 00	121,500 00
Charlestown debt (outstanding) :—		
City	1,195,000 00	1,227,805 15
Mystic Water	1,249,000 00	1,223,000 00
Brighton debt (outstanding)	233,640 60	355,640 60
West Roxbury debt (outstanding)	450,000 00	470,000 00
	<u>\$45,058,151 58</u>	<u>\$45,134,261 52</u>

The outstanding loans of all kinds amount to	\$45,058,151 58
Less Water loans, as follows :—	
Cochituate Water loans	\$11,755,711 11
Mystic Water loans	1,249,000 00
	<u>13,004,711 11</u>

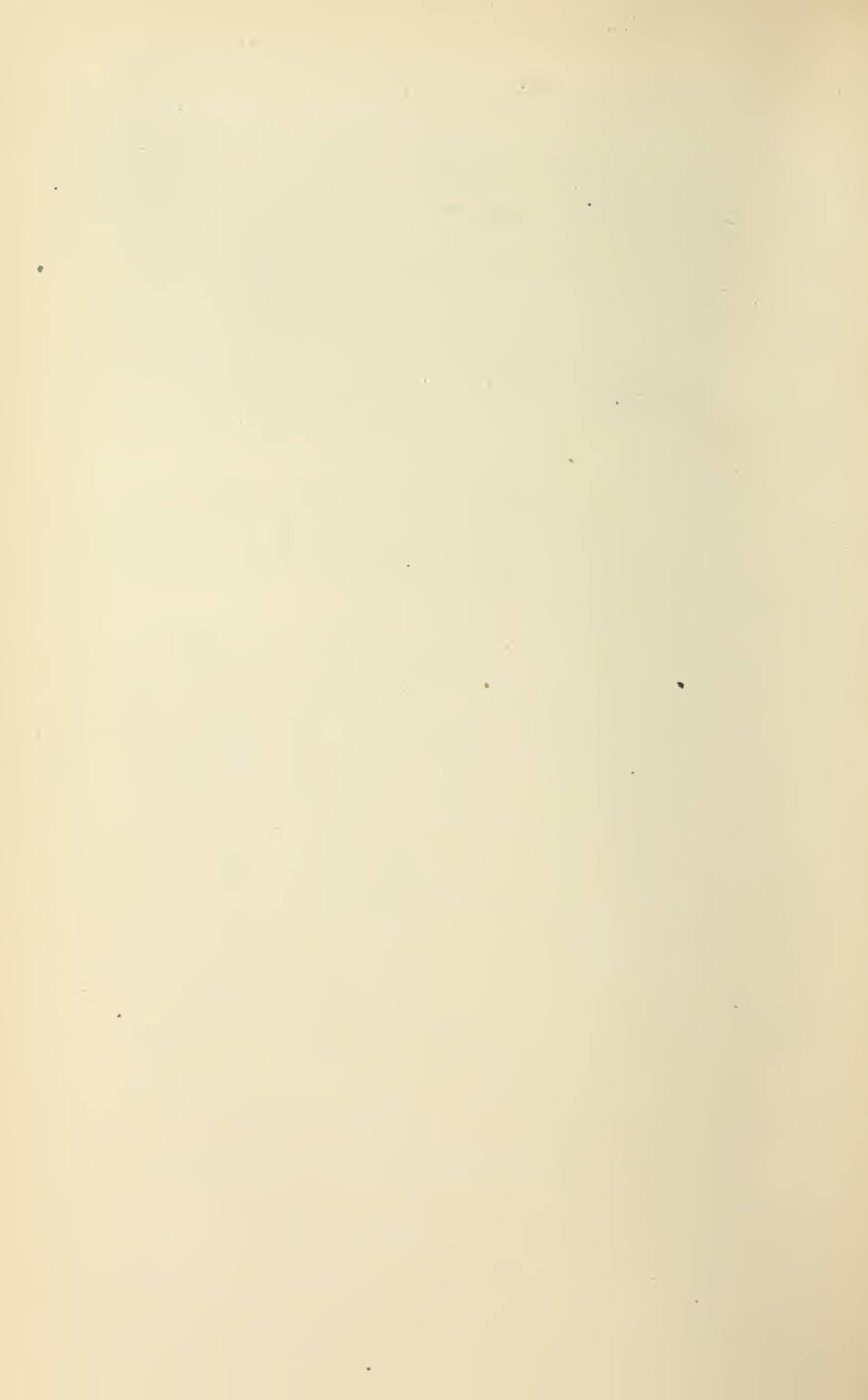
We have the total amount of loans outstanding for all other purposes than for water works \$32,053,440 47

*The outstanding Cochituate water loans, \$11,755,711.11.

The amount in the hands of the Sinking Fund Commissioners, for the redemption of the Cochtuate and Mystic water loans, is \$1,844,507.77, and is included in the total means in their hands for redeeming the debt, thus leaving for the payment of the \$32,053,440.47, with the Sinking Fund Commissioners, \$13,938,489.16, to which is to be added the bonds also pledged for the payment of the debt, less those received on account of the water works, \$3,088, to the amount of \$895,704.41 ; in the total \$14,834,193.57.

The following is a statement of the *gross funded* and *unfunded* debt, and also of the *net* debt of the city at the close of the financial years, commencing with 1861-62, which is April 30 in each year : —

	Gross.	Net.
1861-62	\$9,095,037 65	\$8,307,208 45
1862-63	10,520,517 95	9,329,616 82
1863-64	11,248,778 95	9,785,591 28
1864-65	11,497,699 32	9,876,443 91
1865-66	12,180,250 70	9,140,660 38
1866-67	13,021,463 15	8,581,184 83
1867-68	14,146,900 65	8,947,530 93
1868-69	17,304,435 80	10,434,446 69
1869-70	21,818,411 93	12,602,580 68
1870-71	26,666,436 73	15,033,476 82
1871-72	28,628,535 82	15,779,376 51
1872-73	31,841,156 44	17,914,378 52
1873-74	43,137,463 12	27,719,890 37
1874-75	43,512,611 12	27,294,208 20
1875-76	43,933,165 01	27,052,777 60



THE
INAUGURAL ADDRESS
OF
HENRY L. PIERCE,
MAYOR OF BOSTON,
TO
THE CITY COUNCIL,
JANUARY 7, 1878.



BOSTON :
ROCKWELL AND CHURCHILL, CITY PRINTERS,
No. 39 ARCH STREET.
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CITY OF BOSTON.

IN COMMON COUNCIL, January 7, 1878.

Ordered, That His Honor the Mayor be requested to furnish a copy of his address, and that the same be printed.

Sent up for concurrence.

BENJAMIN POPE, *President*.

IN BOARD OF ALDERMEN, January 14, 1878.

Concurred.

S. B. STEBBINS, *Chairman*.

A D D R E S S .

Gentlemen of the City Council:—

The election which placed in our hands the administration of the City Government during the present year was one of more than ordinary interest and importance. It has shown in an unmistakable manner the determination of the citizens to prevent the establishment in our municipal affairs of what is known as the “spoils system,” — that is, appointment to office as a reward for party service. Such a system applied to municipal affairs has not even the poor excuse which is made for its application in national politics, inasmuch as the service for which the reward is given is service to a party founded wholly on national issues, and maintained for the furtherance of political schemes in which the city, in its corporate capacity, has no concern. Whatever is commendatory in the past management of our local government is largely due to the retention of those executive officers who have shown themselves to be honest and capable in the perform-

ance of their duties. This, I believe, is fully understood and appreciated by those who desire to secure an efficient and economical administration of the government, and who, it is apparent, comprise a majority of the voters.

In proceeding to discharge the first duty which the city charter devolves upon the chief executive, I venture to preface the customary statement in regard to the city business with some general considerations concerning the scope and purpose of the powers with which we have been intrusted.

“Municipal corporations,” says an eminent jurist, “are created and exist for the public advantage, and not for the benefit of their officers, or of particular individuals or classes. The corporation is the artificial body created by the law, and not the officers, since these are, from the lowest up to the councilman, or mayor, the mere ministers of the corporation. The statutes of the State confer upon the corporation all the power it possesses, prescribe all its duties, and impose all liabilities to which it is subject.”

Therefore, to manage its affairs in the interests of a political party, or a religious sect, or a class, is an abuse of trust on the part of the official who does so as much to be condemned as the conduct of a director of a railway company, or trustee of a savings' bank, who selects the employés of his corporation solely

with a view to promote the interests of the party or the sect to which he happens to belong.

That there should be differences of opinion among the citizens as to the best method of carrying on the city business is to be expected; and the frank and fearless expression of these differences is by no means to be discountenanced. But the danger to our municipal institutions lies in the fact that in our local elections we divide, not on the best way of carrying on the city business, but on the best way of carrying on our national affairs;—not on the question whether we shall expend a large sum of money for public parks and improved sewerage, but whether we shall have free trade and a metallic currency. Such a division is manifestly absurd. It is due, of course, to the fact that the national party machinery furnishes the readiest means for making nominations and controlling the voters; but there ought to be intelligence enough among the members of a New England community to enable them to discriminate between their relations to the State and the nation, and their relations to the corporation established simply for the management of their local concerns.

The enormous debts contracted by the leading American cities during and since the late war have become a source of much anxiety, not only to property-holders, but to all men who are inter-

ested in the prosperity of Republican institutions. This anxiety has given rise to a variety of schemes for improving our local governments, some of them limited to special points of administration, and others covering an entire change of the present system. I will mention several which have excited considerable comment lately, and to which I think there are grave objections. One of them provides for a property qualification on the part of the electors of municipal officers, — especially of those officers who control the financial department. This proposition is not a new one; but it has gained prominence lately by the report of a commission appointed by Governor Tilden, of New York, recommending that in cities of that State, having a population of over one hundred thousand, a board of finance should be elected by those who pay a tax on property valued at five hundred dollars and over; and those who pay a yearly rent, on premises within the city, of not less than two hundred and fifty dollars, — the board to have control of the annual tax levy, and the appropriations for municipal purposes. A member of that commission, in a recently published essay on the administration of American cities, states the proposition in this way: The cities of antiquity, from which we derive our ideas of municipal government, were governments proper; the city represented the

commonwealth. The modern cities have no political functions; they are corporations, instituted principally for the administration of property interests; therefore the property-owners and rent-payers should elect municipal officers — especially those who control the financial affairs — just as the stockholders of a railroad elect the directors, and determine the general policy of the road.

At a meeting of the American Social Science Association, a few months since, a citizen of this State, of large experience and independent political views, submitted some observations on the relations of the State and municipal governments, and the reform of the latter. His conclusions may be summed up as follows: The State, which makes the criminal laws, the school laws, and the charity laws, should carry them out under a common system throughout its borders, by its own organizations and agencies, and no longer divide the duties with counties and municipalities; that is to say, the police, the prisons, the almshouses, and the schools, should be under the direct control of the State, leaving to the municipalities simply the care of the streets and buildings, the fire department, sewerage, water, gas, street railways, and parks. As all these concern property alone, it would not, he says, be inconsistent with the American principle of universal suffrage, to limit

the right of voting upon these matters to the owners and occupants of the property.

These are the conclusions of intelligent men who have given the subject considerable attention, and whom nobody can properly accuse of being influenced by any partisan or class considerations. There has been no attempt, that I am aware of, to refute these conclusions, and, as a consequence, many persons in our large cities are beginning to look to the adoption of these measures as the only safeguard against a corrupt and reckless expenditure of the public funds. While I am fully sensible of the defects in our present system of municipal administration, I cannot help regarding with distrust any scheme for curing them by a radical change of the New England system under which we have grown up; and which, notwithstanding its defects, has thus far produced better results than any other system that has been tried in this country. I cannot do more at this time than indicate very briefly, and I fear very imperfectly, the reasons I have for doubting the propriety, or the expediency, of attempting to raise the standard of municipal government by a limitation of the suffrage.

Such legislation would be contrary to the traditions, the education, and the practice of our people, and would create a sense of personal wrong on the

part of those who were deprived of the full privileges of citizenship, which, in its evil effects, would far outweigh any good results that would follow the adoption of such a policy.

It is hardly probable that a condition of things can arise in any city in New England where those who have an interest in maintaining order will be outnumbered by those who hope for some personal benefit by creating disorder; therefore, if those who have interests at stake will bestir themselves to protect their interests,—and there is no safety in any scheme which can be devised unless they do so,—they can better accomplish their purpose by outvoting their opponents than by undertaking to deprive them of privileges which they now possess. In a recent argument in favor of extending household suffrage to the counties in England, Mr. Gladstone says the franchise is an educational power. The possession of it quickens the intelligence, and tends to bind the nation together. It is more important to have an alert, well-taught, and satisfied people than a theoretically good legislative machine.

Nearly twenty-five years have passed since I gave this subject my thoughtful and conscientious consideration, and reached the conclusions which I have here expressed. My subsequent experience has confirmed me in the soundness of the position

which I then assumed, and to which steadily I have adhered.

For an answer to the proposition that the State should assume the direct control of certain departments of the City Government, it is only necessary to refer to the utter failure of the plan which was resorted to in New York, some years ago, of having certain city officers appointed by the Governor or the Legislature. In the beginning the standard was improved; but it was not long before these men, who had been saddled upon the city by an outside power, became more corrupt and arbitrary than the local officers whom they had superseded, and the inhabitants of the city found themselves enclosed in a ring which they had no power to break except through the success of an appeal to the State. The suggestion that, by allowing the State to control the schools, the police, and the penal and reformatory institutions, we should secure greater uniformity and economy in their administration, might be answered by pointing to the dangers which are likely to follow from the centralization of power. If, in order to secure greater uniformity in our methods of conducting the public business, we acquiesce in the assumption by the State of powers which from time immemorial we have been permitted to exercise, and through the direct exercise of which we are educated

to act intelligently in the government of the State and the nation, will not the gain be more than counterbalanced by the loss? Before making a radical change in one part of our system it would be well to study the probable effect upon the other parts.

THE CITY CHARTER.

In my address to the City Council, in 1873, I called attention to the fact that the growth of this city had created the necessity for certain changes in our methods of doing the city business, and suggested the appointment of a commission to revise the City Charter. The suggestion was adopted, the draft of a new charter was prepared, and submitted to the approval of the City Council.

Though frequently discussed during the past three years, and though there has been substantial unanimity among members of the government as to the necessity of changing certain parts of the present system, the two branches have been unable to agree upon the details, and, therefore, the subject comes to us as unfinished business. I have unofficially expressed my approval of most of the recommendations made by the commission.

An attempt has been made to prejudice the work by referring to the changes proposed as radical and revolutionary; but those who used the terms were

evidently unfamiliar with the present form of government. With one or two exceptions, which I have doubted the propriety of adopting, the changes are strictly in conformity with those parts of the system now in force, which have been found best adapted to the requirements of a large city. In view of the difficulty of arriving at any satisfactory agreement concerning the details of a new charter, it seems advisable to give up the attempt to secure a complete revision, and confine the application for new legislation to those matters which require immediate attention.

This city is, as you are doubtless aware, governed partly by special laws, of which the act of incorporation, or charter, as it is called, is one, and partly by general laws, which are equally applicable to all the cities and towns in the Commonwealth. When the first charter was adopted, in 1822, it simply gave the City Council the powers formerly exercised by the inhabitants in town meetings assembled, those powers, with few exceptions, being defined by general statutes. From time to time, as the population has increased, some of these general laws, which operated satisfactorily in the towns and small cities, have been found inadequate to the peculiar wants of a large city; and special laws have been passed, as the necessity for them has been demonstrated. It is evident that still further changes are needed in this direction.

I invite your serious and earnest attention to the necessity of procuring some special enactments relating to the registration of voters, and the methods of conducting elections in this city. The present general laws are clearly insufficient to prevent the perpetration of frauds, whereby the will of the people may be defeated.

FINANCES.

It is a subject for congratulation that we enter upon the discharge of our duties at a time when business has begun to revive, after a depression of almost unprecedented length and severity. In a community like this, engaged so largely in commercial and manufacturing pursuits, and therefore dependent, in great measure, for its own prosperity upon the prosperity of other communities with which it has business relations, any disturbance of the money market, and any failure of enterprise, or lack of thrift on the part of others, is felt with peculiar force here. But while many of our merchants and manufacturers have been crippled in their resources, and while many of those who depend upon their daily earnings have suffered from their failure to obtain steady employment, it is a fact, full of promise for the future, that our industries are in a condition to respond to the first favorable symptoms of re-

viving trade; that the relations between the employer and the employed have been maintained through trying times in a manner creditable to both; and that all the demands of charity, both at home and abroad, have met with a cheerful and generous response.

The total funded debt of the city on the 31st December, 1877, was \$43,354,444.06. Add to this the loans authorized during the year, but not yet negotiated, amounting to \$4,494,000, and we have a total of liabilities amounting to \$47,848,444.06. The amount of debt paid during the year 1877 was \$2,355,707.52, and the amount funded was \$652,000. The sinking funds and bonds pledged for the payment of the debt amount to \$16,498,979.12. The net debt of the city, therefore, at the beginning of the present year amounted to \$26,855,464.94. If we compare the funded debt at the end of 1876 with the funded debt at the end of 1877, there appears to be a decrease during the year of \$1,703,707.52; but if we add the loans authorized by the last City Council, and not yet negotiated, there is an actual increase of \$2,790,292.48. The act of the Legislature to regulate and limit municipal indebtedness, passed in 1875, provided that cities and towns should not become indebted to an amount, — exclusive of loans for water supply, — exceeding in the aggregate three per centum

on the valuation of the taxable property therein, to be ascertained by the last preceding valuation for the assessment of taxes. But the act also provided, that, when it took effect, any city or town indebted to an amount not less than two per centum on its valuation might increase its indebtedness to the extent of an additional one per centum on its valuation. It appears that this city was indebted more than two per centum on its valuation, May 1st, 1875, and that it was authorized to increase its indebtedness one per centum on that amount.

The amount which the city may increase its indebtedness under this clause is, at this date, \$2,150,-618. Had the debt of the city been less than two per centum on its valuation at the time the law took effect, the present indebtedness would be in excess, to the amount of \$616,926.13, of the three per centum to which it would have been limited. [See Appendix, p. 40.]

There are a number of projects for improvement, some of them involving large expense, which were reported upon favorably by committees of the last City Council, and which will come before you as unfinished business. I have not examined them with sufficient care to be able to form a decided opinion as to the necessity or expediency of carrying them out. But in view of the heavy expenditures

to which the city is already committed, by the action of past City Governments, in enlarging the water supply, improving the sewerage, and establishing public parks; in view of the enormous debt which has been contracted, and the probable increase in the rate of taxation, necessary to cover the interest-account, and pay the ordinary expenses for carrying on the government; in view of the heavy burdens under which most of the tax-payers are now laboring on account of the fall in prices and the general depression of business,—I deem it my duty to say that no new improvements, involving expense, should be entered upon during the present year, unless it is made clear that further delay would injuriously affect the city's interests. Undoubtedly most of these projected improvements, and others that will be suggested to you during the year, would be desirable, if our financial burdens were not already so heavy; but I doubt if many of them can present a claim for immediate action so strong as to justify an addition to the present city debt; and I trust the clamor of interested parties in their behalf will not be mistaken for a public demand.

It is proper, perhaps, that I should refer, in this connection, to one item of the city expenditures which has excited a great deal of comment for a number of years, and which has had a very de-

moralizing effect upon the members of the government. The practice of eating and drinking, at the city's expense, has been abused to such an extent that a reform is imperatively demanded. I very much doubt whether any checks which the City Council may endeavor to place upon its members will have a permanent effect; and I see no way of establishing a lasting reform except by calling in the aid of a legislative enactment.

I am aware that there are certain expenses for refreshments and carriage-hire, necessarily incurred by those who are serving the city without compensation, which may properly be made a public charge; and unless it is thought advisable to compensate the Aldermen and Councilmen for their services, and disallow all charges for refreshments, I would suggest the propriety of fixing, by statute, the maximum amount which the City Council may appropriate, annually, for expenses incidental to the discharge of its duties, and for the entertainment of the city's guests; the amount so appropriated to be expended only under the direction and with the approval of the chief executive and the presiding officers of the two branches.

TAXATION.

The extent to which property has depreciated

during this financial crisis cannot, of course, be accurately measured; but some idea of it may be gained from the statement, that in the past three years the valuation of real and personal property in this city, for the purposes of taxation, has been reduced nearly one hundred and twelve millions of dollars, although in the mean time many new buildings have been erected. Whether there is to be a still further reduction depends somewhat on the permanency of the improvement now visible in business circles. No class of property has been more unfavorably affected during the past year than real estate, especially unimproved vacant land. Experience has shown that this class of property is the last to be affected by a fall in prices, and that it recovers more slowly than any other as prices advance. It appears that more than three-fourths of the entire reduction in the assessors' valuation since 1873 falls on real estate during the past two years. This cannot be taken, however, as a true indication of the fall in prices, as the assessors held to their old valuations of real property after those valuations had ceased to represent the market price. In the city of New York the valuation of real estate was so low in the beginning of the crisis that the returns of the Commissioners of Taxes and Assessments show no falling off in the total amount; on the contrary, there

has been a small increase, sufficient probably to represent the value of the additions made by the erection of new buildings. But while the New York valuations have increased, the rate of taxation has remained nearly the same, being \$28 on a thousand in 1874, and \$26.50 in 1877. In this city, while the valuations have been reduced, as I have said, nearly \$112,000,000, the rate of taxation has been reduced from \$15.60 on a thousand, in 1874, to \$13.10 in 1877. It appears from returns to the Tax Commissioners of this Commonwealth, that, with the exception of the years 1874 and 1877, the rate of taxation in Boston during the past thirteen years has fallen below the average of all the rest of the State. But this is more than offset, undoubtedly, by the higher valuation established by our assessors. The abatements of taxes assessed for the financial year 1877-78, up to the 1st of December last, amounted to \$75,246.56, or $\frac{7.9}{100}$ of one per centum of the whole amount levied. It appears from this that the tax will be collected with as little loss by abatement for over-valuation and other causes as the taxes for the years immediately preceding. Under the present law, the applicants for abatement of taxes, who are refused by the assessors, have an appeal to the Street Commissioners. Many taxpayers complain that their interests are not suffi-

ciently protected by leaving such an important question to be finally decided by a Board connected with the City Government, and they propose applying to the Legislature during the present winter for a change in the law to enable them to go before a jury, "or some other independent tribunal." The subject is one which should receive your early attention.

Much dissatisfaction is felt with the present State laws concerning the assessment of taxes on personal property; but as they affect equally the tax-payers throughout the Commonwealth, the changes, if any are needed, may safely be left to the representatives of the tax-payers in the General Court.

POLICE.

The condition of the Police Department is not altogether satisfactory. Under the present system the powers of the Mayor, the Board of Aldermen, and the Chief of Police are not clearly defined. This has on some occasions led to a conflict of authority, which is subversive of all discipline in a department which depends for its efficiency on a high state of discipline. The organization should be placed on a more permanent basis. It cannot safely be left to the changes which are likely to follow from the annual election of those who have it

under control. The temptation to use it for personal and partisan ends is so great that special safeguards are needed to protect it from sudden changes of administration.

The force as at present constituted consists of 715 men. In such a large body changes are constantly taking place, and the duty of examining a host of applicants for vacancies caused by death, resignation, or discharge, and of selecting such as appear to be qualified for appointment, devolves upon the Mayor. His time is largely occupied with petty details, which, under the present management, cannot be safely left to others; and more important duties suffer from the lack of time and attention which he has to bestow upon them.

With the best intentions on the part of the Committee on Police, the discipline of the department is often seriously injured by the irregular method in which complaints against members of the force are investigated. There is no settled policy in regard to the punishment for violations of the rules. Some committees are disposed to act harshly towards the officers; others treat the gravest offences with a lightness which invites repetition. Neither the citizen who complains of the conduct of an officer, nor the officer against

whom the complaint is made, feels sure that his case will be examined as it ought to be. Those who have had the largest experience in the management of the department are united in the opinion that the present system is extremely defective.

The only objection that I have heard against the proposition to place it under the control of a Board organized in the same manner as the Boards which now have charge of the Health, Fire, and Water Departments, and which have accomplished such satisfactory results, is that the duties are not sufficient to occupy the time of three men. The suggestion which I have to make will, I think, obviate that objection. The responsibility for the proper execution of the law in relation to the sale of intoxicating liquors rests, in great measure, upon the whole Police Department; and it would undoubtedly promote the efficiency of that execution, if those who control the issuing of the licenses could also control the body whose duty it is to see that the terms of the licenses are complied with, and that persons doing business without a license are prosecuted. In that way we secure a uniform and responsible execution of the law.

The issuing of licenses for other purposes, where the police are expected to exercise some supervision over the place licensed, belongs to the Police

Department; and when the administration of that department is transferred from the Board of Aldermen to another body, the exercise of that duty would naturally go with it. There is no doubt, therefore, that three men would find work enough to occupy all their time; in the purchase of the supplies for the department they would be able to save enough to more than cover their own salaries; the compensation of License Commissioners would be saved; the Aldermen and the Mayor would be relieved of duties which they are now unable to perform in a satisfactory manner, and the discipline and efficiency of the department would, in my opinion, be greatly increased.

LICENSE LAW.

The primary purpose of a license law is not to secure a revenue to the government, but to restrain the traffic in intoxicating drinks, and regulate it in the interests of sobriety and good order. How far that purpose has been recognized and acted upon by those who have latterly had charge of the execution of the law will appear from the statements which follow. The number of licenses issued from May 1, 1875, when the law went into effect, to May 1, 1876, was 2,372; from May 1, 1876, to May 1, 1877, the number was 1,412; from May 1

to December 31, 1877, that is, eight months, the number was 2,824. The returns made by the police of the number of liquor saloons in the city show that in 1874, under the prohibitory law, there were 3,090 places; in 1875 there were 2,411; in 1876 there were 1,971; in 1877 there were 2,362. The enumerations for these years were all made in the month of December. The arrests for drunkenness during the same period have been as follows: For 1874, 11,892; for 1875, 10,325; for 1876, 8,564; for 1877, 8,213. From June 21, 1875 (when the execution of the license law was entered upon in this city), to December 31, 1875, the number of prosecutions made by the police department for violations of the law was 1,121; for the year 1876 the number of prosecutions was 4,028; and the number of gallons of liquor seized, under the provisions of a supplementary act of the Legislature, passed that year, was 32,654, most of which was confiscated. The number of prosecutions for keeping and selling without a license, from January 1 to May 29, 1877, was 803.

On the 29th of May last the maximum number of the police force was increased by the addition of 15 men, and that number was detailed to act solely under the control and direc-

tion of the License Commissioners. It was so well understood that the other members of the force were not to take cognizance of violations of the law, that from that date until the present time but 22 prosecutions have been made through the Police Department, and those were of cases so notorious that they could not well be overlooked. The whole number of complaints for violations of the law instituted by the commissioners between the 29th of May, 1877, and the 4th of January, 1878, was 353; and the number of seizures during that period was 179.

Of the duty and responsibility of the police in the execution of that law I have already spoken. If the law is executed in a just and impartial manner, and with a view to the purpose for which it is enacted, I believe it will produce better results, especially in the large cities, than any other system yet devised.

THE HEALTH DEPARTMENT.

Since the establishment of the Board of Health, in 1873, the sanitary condition of the city has steadily improved, and it now stands higher than ever before. There has been no epidemic to disturb trade or alarm the people during the last four years. The death-rate has gradually de-

creased from 32.76 in a thousand in 1872 to 23.39 in a thousand in 1876, and 20 in a thousand in 1877.

This exhibit testifies to the fidelity with which the Board has performed the important duties intrusted to it. An encouraging feature is observed in the diminishing death-rate among small children during the summer months. In 1875 the number of deaths among children five years of age and under during the months of June, July, August, and September was 1,848; in 1877, with a larger population, the number was reduced to 1,365.

Special efforts have been made during the past year to prevent the spread of scarlet fever, and those efforts have been attended with the most gratifying results. For the five years preceding 1877 the average number of deaths from this cause was 397; for the six months ending Dec. 31, 1877, there were only 21 deaths. The deaths from small-pox, including those which occurred in quarantine, have numbered only 11 in four years, and 5 of that number occurred last season, when the Board of Health was without a hospital on the main land and the conveniences necessary to isolate the first cases. Two new hospitals for contagious diseases have been erected

during the past year, one at Gallop's Island for fever patients, and one in West Roxbury for small-pox.

The quarantine regulations have, I believe, been carefully administered with reference to the interests of commerce and the health of the city; and, with one exception, no vessel has been detained more than twenty-four hours, and then only for the removal of the sick and the purifying of the vessel.

The matters which now specially claim the attention of the Board are the condition of the sewerage and flats on the Back Bay, the Charlestown flats near Canal street, and the unhealthy deposits in the Roxbury Canal.

WATER SUPPLY.

The net cost of the Cochituate Water Works, to Jan. 1st, 1878, amounted to \$16,356,282.04; and the net income for the year 1877 amounted to \$54,131.52. The amount of bonds outstanding on account of the Mystic Water Works is \$1,023,000; and the net income from those works for the year 1877 amounted to \$73,655.10. A detailed statement is appended. The expenditures for an additional supply of water amount, at this date, to \$4,050,-

297.62. It is believed that the estimates of the whole cost, made at the beginning of last year, namely, \$4,650,000, exclusive of water damages and of interest paid during construction, will not be exceeded. The conduit from Farm Pond in Framingham to Chestnut Hill is practically completed; and the smaller conduit from Sudbury river to Farm Pond will be finished probably in July next. The foundations of the dams for the three storage basins are completed, and the work on the superstructure is being energetically prosecuted.

A large proportion of the claims for land damages have already been settled, and it is believed that the unsettled claims will be adjusted without great expense or difficulty. The claims for damages occasioned by the taking of the waters of the rivers have been considered by a commission appointed by the Superior Court of the Commonwealth, and awards, amounting in the aggregate to \$438,500, have been made. From the decision of the commissioners, however, the Water Board, acting under advice of counsel, have appealed, the estimated damages being considered excessive.

The completion of the new supply works will require another season, but the conduit is already in order to supplement the supply from Lake Cochit-

uate, and to be used in case of accident to the old conduit.

Work on the Mystic Valley Sewer was begun on the 20th of August last. The main sewer to Winchester is completed, and the Russell-brook branch leading to Woburn is well under way. It will probably require about two months' work in the spring to make the sewer ready for use. The estimated expense of this work is \$205,000.

IMPROVED SEWERAGE.

The intercepting sewerage system, for which an appropriation was made last summer, and on which work has already begun, originated in the conviction of our citizens that some better method was needed than already existed for the removal of the city's sewage. This conviction found expression in the yearly reports of the State and City Boards of Health (1870-1876), and in communications from leading physicians. In 1875 a commission of eminent engineers was appointed, who in the following year recommended the adoption of a plan, in its main features similar to what has, after the most exhaustive investigation, been adopted by all large foreign cities similarly situated.

The recommendation was adopted by the City Government, and another year was consumed in

examinations conducted by the City Engineer as to the best mode of carrying out the general plan prepared by the commission. Finally, in August, 1877, the City Council made an appropriation of \$3,713,000 to carry out the scheme substantially as recommended, and work was begun at once. This scheme involves the construction of some thirteen miles of intercepting sewers, a pumping-station and pumps, a reservoir, embankments, and a tunnel. Of the intercepting sewers a mile and a half are now under contract and one-third of a mile is already completed.

While it is not claimed that the completion of this work will furnish a perfect system of sewerage since the ordinary drains and sewers are to some extent defective in construction and arrangement, yet it seems to be the first and most important step in that direction, affording, as it will an outlet into which the existing sewers can at all times freely discharge, and without which it would be almost useless to attempt to improve them. Fears have been expressed that damages may be caused on the new-made lands of the Back Bay and elsewhere, by a lowering of the soil water. This subject is now being investigated by the engineers, and nothing will be done hastily or without sufficient assurance that the anticipated danger is groundless or can be obviated.

PUBLIC GROUNDS.

By an order of the City Council passed in July last, the Park Commissioners were authorized to purchase, at a cost not exceeding 10 cents per square foot, about 100 acres of lands and flats on that portion of the Back Bay lying west of Parker street. The commissioners have just completed the purchase of about 60 acres, and have bonded all but a few thousand feet of the remaining portion. The details of their action will be found in a report made up at the close of the year, and just printed.

I am informed by the commissioners that a plan for the improvement of the park, with estimates of cost, will be submitted to the City Council as soon as prepared ; and I recommend that an appropriation be made to enable them to proceed with the work. Steps should be taken without delay to petition the Legislature to cede to the city a strip of flats on Charles river, as described in the commissioners' report of 1876, and known as the Charles-river Embankment. The improvement of these flats for pleasure-grounds may properly be delayed for some years; but it is highly important that the city should obtain possession of them at an early day, for sanitary reasons, and for the purpose

of locating thereon the intercepting sewer. The strip of land bordering on Charles river between Leverett and Cambridge streets, being a part of the proposed Embankment, should be secured and put in order for use as a breathing space for the crowded population of that neighborhood.

The care of the Common and other public grounds of the city has been the subject of much unfavorable comment during the past year, and a committee appointed to investigate the expenditures in that department suggested the propriety of placing all the public pleasure-grounds under the Board of Park Commissioners. I commend the suggestion to your consideration.

PUBLIC SCHOOLS.

From the last school report it appears that the whole number of children in the city, between 5 and 15 years of age, as ascertained by the school census in May last, was 58,034; and the average whole number of pupils belonging to day and evening schools of all grades, during the school year, ending on the 31st of August last, was 50,567. To instruct these pupils, there were employed 1,256 teachers. The schools supported by municipal taxation were 1 normal school, 8 high schools, 49 grammar schools, 404 primary schools, 2 schools for

licensed minors, 1 school for deaf-mutes, 1 high and 16 elementary evening schools, 5 evening drawing schools, and 1 Kindergarten school. The total expenditures for all school purposes, during the financial year ending on the 30th of April last, were \$1,816,615.49; this amount being made up of \$1,211,796.67 for teachers' salaries, \$467,957.52 for incidental expenses, and \$136,861.30 for school-houses and lots. It appears that the total amount of expenditures was \$198,765.35 less than that of the preceding year. This decrease was due in part to the consolidation of schools, and the consequent reduction of the number of teachers employed, but chiefly to the reduction in the amount expended for permanent improvements in school accommodations. At the beginning of the present school year the committee made a reduction in the salaries of teachers of about seven and a half per cent., which will effect a saving of about \$100,000. During the past 20 or 30 years the city has made very liberal appropriations for school-houses and lots, and our school accommodations are now in the main excellent, and the number of seats provided is largely in excess of the number of pupils. It is therefore confidently expected that but limited appropriations for this purpose will be called for during the present year. By the reorganization of the School Board which

took place two years ago, and the creation at the same time of a new instrumentality, consisting of a Board of Supervisors, a radical change was made in the system of school administration. The new system is believed to be, in several important respects, an improvement on that which it replaced. If it has not accomplished all that the most sanguine advocates of the reform expected, it has at least made a good beginning. Some of its plans have been necessarily tentative and experimental, and probably will be found to need modification. Substantial improvements in a great and complicated system of education are not easily brought about. In the management of this business the aim should be to secure to every child the education best suited to his future vocation, without any unnecessary expenditure of means. The measure of success attained in the accomplishment of this object must be determined by the integrity and ability of the persons chosen by the suffrages of the people to be members of the School Board.

In May last the City Council made an appropriation of \$350,000 for the erection of a building for the English High and Latin schools on the lot of land on Warren avenue and Montgomery streets, purchased for the purpose in 1872. The foundations have been prepared and work on the superstructure will be

entered upon in the spring. The appropriation is intended to cover only the cost of erecting the building; and an additional sum will be required for furniture and apparatus.

PUBLIC LIBRARY.

The Public Library now comprises the largest collection of books in America, and is second to no other in importance and usefulness. During the past year a new branch has been established at Jamaica Plain, and also at the South End. The institution is at present without a permanent superintendent, as the trustees have not yet been able to find a successor to Mr. Winsor, competent to fill the very unusual requirements of the office.

In view of the great value of the library, and the expected accession of further trusts for its benefit, it is a question for the consideration of the City Government, whether, for the purpose of placing the institution on a more permanent and responsible basis, the trustees should not be incorporated under the laws of the State, as the School Committee and the Overseers of the Poor are now incorporated, for the management of trust funds which have been, or which may be, placed under their control. If this were done, and the organization of the Board of Trustees changed so as to prevent the possibility of

electing a majority of new members every year, there is no doubt that the number of benefactors to the library would be increased.

On one other point there is need for action whenever the financial condition of the city will permit. Year by year the necessity for more room, especially in the popular department, becomes more pressing. This accommodation can be obtained either by building upon the estate purchased for this object in 1872, or by devoting some other public building to the uses of the popular library and the reading-room. There seems to be no reasonable doubt that proper convenience of access to the crowds which frequent the lower halls of the building would result in largely increased usefulness.

PUBLIC INSTITUTIONS.

The Public Institutions of the city, including under that head the House of Correction, the House of Industry, the House of Reformation, the Lunatic Hospital, the Alms-houses, and the receptacles for neglected and truant children, appear to be well and economically managed by the Board having charge of them. Several additions have been made during the past year; the most important being the Austin Farm Home, for poor women, and the Marcella-street Home, for poor and neglected boys.

The whole number of persons remaining in the several institutions at the end of the year was 2,791,—an increase of 111 over the corresponding date of the year before. Although some of the departments are full, the Directors do not, I believe, contemplate any extensive enlargement of the present accommodations during this year. Arrangements are being made to furnish work for all the able-bodied men sent to Deer Island and Rainsford Island, with a view to reducing the number who now go there for the purpose of securing an easy and comfortable place during the winter months.

The Lunatic Hospital is lacking in all the modern conveniences for the care of the insane, and ought not to be maintained by the city when suitable accommodations have been prepared by the State. The new State Asylum, at Danvers, will be opened in the spring, and, if the purpose for which it was erected is carried out, the inmates of the city institution will be transferred to it.

OVERSEERS OF THE POOR.

The difficult and delicate duty of furnishing what is known as "out-door relief" to the poor devolves upon the Overseers of the Poor, who execute their trust in a manner which has elicited high commendation, both at home and abroad, from

those who have had a practical experience in the administration of similar departments. The system which they have instituted, of visiting applicants at their lodgings, detects frauds, and at the same time affords an opportunity of learning the circumstances of those most deserving. The labor test which has been applied to the wandering applicants for food and lodging has been attended with success.

The new law of settlement enacted by the Legislature in 1874 has had the effect to diminish the number of State paupers, and throw them on the cities and town, thus adding considerably to the pecuniary burdens of this city. It is not expected by those who have charge of this department that there will be any large increase, during the present winter, in the number of those requiring assistance. In the latter part of 1876 a commission was appointed, under the authority of the City Council, to investigate our system of caring for the poor in and out of the almshouses. Their report will, I understand, soon be submitted for your consideration.

I have thus stated to you briefly, and, as I am aware, somewhat imperfectly, the present condition of the city, and have made some suggestions as

to changes and improvements where, in my opinion, the good government of the city would thereby be promoted. There are other matters, equally important, perhaps, with those I have mentioned, which will probably claim your attention during the year, and I may take occasion hereafter to communicate my views concerning them in a special message.

APPENDIX.

CITY DEBT STATEMENT.

The following is an exhibit of the total debt of the city, December 31, 1877, compared with the debt of the city at the close of the year 1876 : —

	Dec. 31, 1877.	Dec. 31, 1876.
Amount of debt	<u>\$43,354,444 06</u>	<u>\$45,058,151 58</u>

Decrease during the year 1877, \$1,703,707.52.

The above amount of \$43,354,444.06 represents the total *funded* debt, Dec. 31, 1877; to this should be added the following loans and parts of loans authorized by the City Council of 1877, not yet negotiated, but to be negotiated as soon as the necessity of the case requires, viz. : —

Order, May 25, 1877, English High and Latin School-house balance	\$310,000 00
Aug. 9, 1877, Improved Sewerage balance	3,551,000 00
Dec. 22, 1877, Stony Brook Sewer	133,000 00
Dec. 31, 1877, Widening Commercial street	500,000 00
	<u>\$4,494,000 00</u>
Funded debt	\$43,354,444 06
Loans authorized, but not negotiated	<u>4,494,000 00</u>
Total debt liabilities	<u>\$47,848,444 06</u>

Debt paid during the year 1877, and certificates cancelled, \$2,355,707.52. Debt funded during the year 1877, \$652,000.

The means on hand Dec. 31, 1877, for the payment of the funded debt of \$43,354,444.06, compared with those of 1876, were as follows : —

	Dec. 31, 1877.	Dec. 31, 1876.
Funds in the hands of the Sinking Fund Commissioners	\$15,921,376 44	\$15,782,996 93
Public land, and other bonds, pledged for the payment of the debt	577,602 68	898,792 41
	<u>\$16,498,979 12</u>	<u>\$16,681,789 34</u>

Decrease of means during the municipal year 1877,
\$182,810.22.

The funded debt, Dec. 31, 1877, was	\$43,354,444 06
The means on hand for the payment of the same, Dec. 31, 1877, were	16,498,979 12
Debt, less means for paying, Dec. 31, 1877	<u>\$26,855,464 94</u>

The debt of the city, Dec. 31, 1876, was, less the means for paying the same, \$28,376,362.24, which, compared with that of Dec. 31, 1877, as above, shows a *decrease* of debt, less means for paying the same during the year 1877, amounting to \$1,520,897.30.

The funded debt is classified by the Auditor of Accounts, as follows : —

	Dec. 31, 1877.	Dec 31, 1876.
City debt proper	\$23,056,255 99	\$25,481,389 06
¹ Cochituate water debt	15,137,097 47	14,121,521 92
War loans (outstanding)	1,711,500 00	1,794,500 00
Roxbury debt (outstanding)	393,450 00	423,600 00
Dorchester debt (outstanding)	104,500 00	109,500 00
Charlestown debt (outstanding)	1,060,000 00	1,195,000 00
Mystic water debt (outstanding)	1,228,000 00	1,249,000 00
West Roxbury debt (outstanding)	430,000 00	450,000 00
Brighton debt (outstanding)	233,640 60	233,640 60
	<u>\$43,354,444 06</u>	<u>\$45,058,151 58</u>

The outstanding loans of all kinds amount to	\$43,354,444 06
Less Water loans, as follows : —	
Cochituate water loans	\$11,545,273 98
Mystic Water loans	1,228,000 00
	<u>12,773,273 98</u>

We have the total amount of loans outstanding for all other purposes than Water Works	<u>\$30,581,170 08</u>
---	------------------------

¹ The outstanding Cochituate water loans, \$11,545,273.98. The above is the cost of the works.

The means on hand for paying the Water Loans are : sinking funds, \$2,067,195.49 ; bond for sale of land, with Collector, \$2,702 ; total, \$2,069,897.49. The means for paying the \$30,581,170.08, are : sinking funds, \$13,854,-180.95 ; bonds for sales of land, etc., with Collector, \$574,-900.68 ; total, \$14,429,081.63.

The amount which the City of Boston may increase its indebtedness under the one per cent. clause of the act "to regulate and limit municipal indebtedness" is at this date \$2,150,618.

If the three per cent. clause of the act was applicable, it would stand thus : —

Total funded debt, December 31, 1877	\$43,354,444 06
<i>Less</i> water loans	12,773,273 98
	<hr/>
	\$30,581,170 08
To which add loans authorized by City Council of 1877, not negotiated, none of which pertain to Water Works . .	\$4,494,000 00
	<hr/>
We have a total of debt liabilities amounting to	<u>\$35,075,170 08</u>
The total sinking fund for the redemption of the debt, December 31, 1877, was	\$15,921,376 44
<i>Less</i> water sinking funds	2,067,195 49
	<hr/>
Total applicable to payment of debt, exclusive of Water Works debt	<u>\$13,854,180 95</u>
Total indebtedness, exclusive of water debt as above . .	\$35,075,170 08
<i>Less</i> sinking funds applicable to its redemption as above .	13,854,180 95
	<hr/>
Leaving the total debt, exclusive of the Water Works debt, <i>less</i> the sinking funds for its redemption	<u>\$21,220,989 13</u>
Total debt, <i>less</i> water debt and sinking funds as above . .	\$21,220,989 13
The amount of debt which the City of Boston can issue under the 3 per cent. clause, exclusive of that for Water Works and sinking funds, under the valuation of the city, May 1, 1877 (\$686,802,100)	\$20,604,063 00
Excess of indebtedness under the 3 per cent. clause . . .	<u>\$616,926 13</u>

COCHITUATE WATER WORKS.

Statement Jan. 1, 1878.

Net cost of works, April 30, 1877	\$15,165,507 9	
Gross payments from May 1, 1877, to January 1, 1878 (including interest and premium)	\$1,479,868 17	
Total income from May 1, 1877, to January 1, 1878	289,094 05	
	<hr/>	1,190,774 12
Net cost January 1, 1878		<u>\$16,356,282 04</u>
Total receipts for water from January 1, 1877, to January 1, 1878	\$1,019,223 89	
Receipts by Water Board	63,727 76	
	<hr/>	\$1,082,951 65
Interest paid during the year 1877	\$789,926 97	
Current expenses	193,845 59	
	<hr/>	983,772 56
		<hr/>
		\$99,179 09
Less amount paid Mystic Water Department for water furnished East Boston during the year 1877		45,047 57
		<hr/>
Net income for year 1877		<u>\$54,131 52</u>
Number of water-takers, 49,615.		

MYSTIC WATER WORKS.

Amount of bonds outstanding April 30, 1877	\$1,023,000 00	
Amount of water-rates collected from January 1, 1877, to January 1, 1878		<u>\$244,239 05</u>
Charlestown District	\$111,073 10	
East Boston, net	47,410 16	
Chelsea, net	40,264 32	
Somerville, net	39,602 12	
Everett, net	5,889 35	
	<hr/>	\$244,239 05
Interest paid during the year 1877	\$64,925 00	
Maintenance account from January 1, 1877, to January 1, 1878	105,658 95	
	<hr/>	170,583 95
		<hr/>
		<u>\$73,655 10</u>

MYSTIC VALLEY SEWER.

Amount of bonds outstanding, April 30, 1877	\$205,000 00
Amount expended to January 1, 1878	73,240 74
	<hr/>

THE
INAUGURAL ADDRESS
OF
FREDERICK O. PRINCE,
MAYOR OF BOSTON,
TO
THE CITY COUNCIL,
JANUARY 6, 1879.



BOSTON :
ROCKWELL AND CHURCHILL, CITY PRINTERS,
39 ARCH STREET.
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CITY OF BOSTON.

IN COMMON COUNCIL, January 6, 1879.

Ordered, That his Honor the Mayor be requested to furnish a copy of his address, that the same may be printed:

Sent up for concurrence.

WM. H. WHITMORE,

President.

IN BOARD OF ALDERMEN, January 13, 1879.

Concurred.

HUGH O'BRIEN, *Chairman.*

ADDRESS.

GENTLEMEN OF THE CITY COUNCIL :—Our municipal charter directs the Mayor “from time to time to communicate to both branches of the City Council all such information, and recommend all such measures, as may tend to the improvement of the finances, the police, health, security, cleanliness, comfort, and ornament of the city.”

It has been customary for him to make such communications on his inauguration. Before proceeding to the discharge of this duty I propose to say a few words—after the example of my immediate predecessor—touching the election which has placed the government of the city in your hands for the ensuing year.

I need not remind you that the elections of both 1877 and 1878 were characterized by certain features which made them most remarkable. The issue upon which they were conducted were party issues. By means and instrumentalities, which it is to be hoped for the good name and credit of the city will not again be adopted, the most vindictive spirit

was infused into the contest, and the canvass was marked by personalities wholly foreign to the taste, culture, respectability, and dignity of the city of Boston.

When an administration solicits the votes of the citizens at a municipal election for retention in office, the questions to be asked should be these: Has it honestly and faithfully discharged the trusts reposed in it by the people so as to meet their just expectations? Have its measures promoted their municipal interests? Have the finances been economically managed? Has the health of the city been properly cared for? In short, has the administration done its duty?

But the election which placed my predecessor in office did not turn on these issues. The voters were not asked to say whether the government they proposed to expel from office had satisfactorily conducted civic affairs. The issue — says my predecessor in his inaugural — was the establishment of the “spoils system” — “that is, appointment to office as a reward for party service.”

“ ’Tis true, ’tis pity ;
And pity ’tis ’tis true.”

But all interested in good government and in the welfare of our municipality must regret that so

important an election as that of a city government for Boston should turn on such an issue, and that the ballots of our citizens did not rather express their judgment on the many grave measures of the previous administration touching the public health and prosperity.

The issue in the last election is not to be mistaken. Everywhere, not only here in the city of Boston, but throughout the country, the people believe that the expenses of government are much too great, and should be reduced. By reason of the long-continued depression in every branch of business, and the exemption from assessment of so much of the capital of the country, taxation presses heavily upon all classes, not only upon property holders,—the direct taxpayers,—but upon the great body of the people, those who contribute to the support of government by the payment of indirect taxes.

This demand for retrenchment in expenses has entered into all our recent elections, town, city, state, and federal. It was heard with ominous emphasis in our recent gubernatorial election. It was heard most unmistakably at the municipal election. Both parties promised to heed and obey it. Honesty, good faith, urban credit, and the welfare and future growth of the city, all demand that we should redeem our promise. We entered

into a contract with our constituents, that in consideration of their votes we would accomplish the reforms and effect the retrenchment which they demanded. If we fail to keep this contract, if we are recreant to our official trusts, we shall be condemned at the next election as unfaithful stewards.

The citizens will expect that you will do all that the health, comfort, dignity, and best interests of Boston require; beyond this we must not go. But I think it our duty to postpone the accomplishment of some of the measures which have been conceded to be almost necessary, certainly very desirable, for the public convenience, — measures which must be adopted in the future, until reviving business and its returning profits shall make their cost a lighter burden to the taxpayers. There are certain extraordinary expenditures which must be made, because the health and safety of the city require them. The sums wanted for these are very large, and reinforce the reasons for refusing appropriations except for objects demanded by necessities equally imperious and controlling. We all know how desirable many things would be for the benefit and convenience of our different municipal institutions, and for the comfort and enjoyment of our citizens.

Our Library, — justly the pride of the city, — one

of the largest and best in the world, containing many rare and valuable books, which if destroyed could not be replaced, is insufficiently accommodated, and in constant danger from loss by fire. It should be removed to a building more suited to its wants and safer from conflagration. But this would require a new structure, costing hundreds of thousands of dollars, and should not now be attempted.

Our City Hall can no longer accommodate our expanded municipality, with all its annexations, and we are forced to rent other buildings at the expense of many thousand dollars, for the use of some of the departments; but it would cost a million and more to give us what we need.

It is very desirable, I was about to say, it is almost necessary, that we should have a Court-House more convenient, with improved sanitary provisions, and better adapted to the objects of such buildings. The judges, the bar, and those who have business in the courts, have been almost unanimous in their convictions in this respect; the only difference of opinion being in regard to location.

Further millions will be wanted for this purpose; we must improve the present Court-House, and wait for better times before we erect a new one.

We want better accommodations for the Lunatic Hospital, the present building, as the Directors of Public Institutions tell us, having many "defects, inconveniences, and limitations," lacks "many of the essential features now regarded as almost indispensable in a hospital for the insane." Here hundreds of thousands of dollars more will be wanted.

It is very desirable that we should have the system of Parks, or some portion of it, recommended by the Park Commissioners, for the comfort and convenience of the people. Our citizens have again and again expressed their wishes in this respect, most unequivocally and emphatically; but millions would be required for the purpose, and they feel that this is matter for the future, when the money can be better afforded.

I might remind you of many more municipal wants, which must in the future be supplied, demanding the appropriations of large sums, which the tax levy could not supply, and which must, therefore, be obtained by loan. But we can get along for the present without the costly things I have mentioned, and we *must*. Knowing as you do the sentiments of your constituents in these matters, you cannot disappoint them by your official action. Fortunately, if I may properly so express myself, we are so near the limit imposed by law to our municipal debt that we are estopped from borrowing to any great extent, if we

were so disposed, and our tax levy is now so heavy that we cannot raise by taxation, the money required for any considerable extraordinary municipal expenditure.

We should not only forbear to increase, if possible, the city debt, but we should curtail expenses. The popular conviction that the government costs too much must be true, as it is so general. There can be no doubt that saving can be made in all, or nearly all, the departments. Upon comparison of the expenditures of several of the large cities of this country, it will be found that Boston expends more in proportion to her population and geographical area than any other; more than New York, Cincinnati, Chicago, St. Louis, Baltimore, or San Francisco.

We are not able to ascertain the exact costs of the government in all these cities by the amount of the general annual taxes levied, because in some of them special taxes are laid for the payment of certain things, such as sewage, paving, etc.; those benefited thereby being required to defray the cost. In this city all such, with the other expenses of government, are paid from the general levy, there being here very few special taxes. We can, however, approximate with sufficient exactness the costs of governing these cities to enable us to ascertain which is spending

the most. If we compare the payments of their more important departments, such as the Water, Police, Health, Fire, Educational, Street, Lamp, and Sewer Departments, we shall see where this excess is to be found.

	Tax.	Population.
New York City and county, about .	\$25,000,000	1,100,000
Boston, about	8,100,000	350,000
Cincinnati, "	4,300,000	275,000
Chicago, "	4,000,000	425,000
Baltimore, "	4,000,000	350,000
San Francisco, "	3,500,000	265,000
St. Louis, "	3,200,000	420,000

It will be found that we annually expend in lighting thirty-seven square miles of streets about \$477,303. Chicago, with 75,000 more inhabitants, lights nearly the same extent of territory for \$290,000.

Cincinnati, with an area of twenty-four square miles, and a population of 275,000, expends for this purpose \$225,205 only.

St. Louis, with a population of 70,000 more than Boston, paid last year for lighting her streets but \$302,000. San Francisco only \$275,000. Baltimore, with its 350,000 inhabitants, only \$245,000. New York, with an area of forty square miles, and nearly twice the number of lamps we have, ex-

pended in her lamp department but \$632,576, or only \$155,273 more than Boston.

It will be found that in the care of our streets we pay more than the cities above mentioned. Last year the costs of paving and repairing of roads and streets were as follows: —

New York, about	\$700,000 .
Cincinnati	392,000
St. Louis	220,000
Baltimore	190,000
Boston	850,000

It is generally conceded that the streets of Boston are kept in better condition than those of any other American city of its size. They are better graded and better paved. Our citizens are proud of their handsome appearance, and demand that they shall be kept up to their high standard; but the great difference in the cost of maintaining our streets above that of the other cities I have named, justifies the suspicion that we may be paying too much for what we get, and that reduction in cost may be reached without abatement in excellence. It will be your duty to inquire into this matter, and devise, if possible, some new ways of management by which the saving, so devoutly to be wished, may be accomplished.

The costs of the Health Department of Boston, and the cities I have mentioned, were as follows:—

Boston, about	.	.	.	.	.	.	\$356,000
New York	.	.	.	.	.	.	665,000
Cincinnati	.	.	.	.	.	.	125,828
Baltimore	.	.	.	.	.	.	181,422
St. Louis	.	.	.	.	.	.	111,000

The payments for this department in Boston, and I presume in the other cities, include the expense of sweeping the streets and collecting ashes and house-offal.

There is no doubt that we sweep more in Boston than elsewhere; but whether we shouldn't at present sweep less, and with less costly brooms, is a problem for you to solve. It does not appear that constant sweeping makes us more healthy than our neighbors, for the sanitary statistics tell us that, after New York and New Orleans, Boston is the most unhealthy of all the large American cities.

The costs of our Fire Department, School Department, in fact of nearly all our departments, are larger than those of our sister cities, with the single exception of New York, and, relatively, with respect to population, larger than that city. It is not to be doubted that economies can be here introduced, by which large savings may be made.

If it shall be said that we cannot reduce expenses and have everything of the same quality and character we now have, I think our citizens and tax-payers would prefer to surrender some municipal luxuries for the present, and even to submit to some inconveniences, rather than pay the taxes required for their purchase. I do not believe that it will be complained against any candidate, on the day of election, that he refused to augment the city taxes, or increase the city debt. Party spirit is apparently repressed by no bounds; but be assured it will never pass this Rubicon.

COMMISSIONS.

In this connection let me draw your attention to the subject of *Commissions*. I took occasion to refer to it in my valedictory remarks last year. I then thought, and I think now, that we have too many three-headed Commissions.

They are costly luxuries, and do not permit the unity of action, and consequent effectiveness, of a single head, in the despatch of business; furthermore, they lack the responsibility which attaches to the latter.

If they are to be continued because, on occasions, and with respect to certain matters, they may have been found useful, the Council should be empowered to establish or abolish them, as may be deemed best

for the interests of the city. In my former inaugural remarks, I advised a petition to the Legislature for a grant of powers to this end; but it was refused. I recommend a renewal of the request. If we are again unsuccessful, I would suggest that we solicit the necessary authority to enable us to unite such departments as are related in respect to their subjects, so as to reduce the number of commissions. In this way great reductions in expenses may be accomplished.

The expediency of rearranging and consolidating the several bureaus of business in this way has been considered to some extent by our citizens, and, as far as I can ascertain, approvingly. If the City Council of last year reflected the opinions of their constituents, it would seem that the abolition of some of the commissions was largely favored.

Should the Board of Street Commissioners be retained, I think we might economically place under its control, all that belongs to the subject of streets,—paving, sweeping, lighting, sewerage, etc. By acceptance of the Act of 1877 we get the power necessary to enable us to do so. By this arrangement we should save the salaries of several superintendents and other officers, and reap the advantage of increased efficacy, by having under one control the different portions of the same business, now managed by several independent, and often discordant, organizations.

The Health Department might take charge of the City Registrar's Department, and do the business of some of our superfluous inspectors.

I do not propose to go into further details. I invite you to examine these matters, with the attention their importance demands, and take such action thereon as the interests of true economy require.

Before passing from this branch of my remarks, I desire to say that the government of 1877 believed, after a careful consideration of the subject, our municipal expenditures might be reduced two or three millions of dollars, without detriment to the public service,—and a scheme of retrenchment to this end was devised, but was opposed on party grounds alone. The administration, therefore, was unable to effect the reforms it proposed. As a compromise, however, reductions to the extent of a little over a quarter of a million in the appropriations were made. The Council of last year, recognizing the popular demand for retrenchment, followed the example, and made further reductions to a considerable extent. Let us complete the proposed economies of 1877.

Let us give up what we do not need. If there be any superfluous offices, we must abolish them. If there are more officials than are required for the business they have to do, we must dismiss them. I

have every sympathy for those who would suffer by such action, but here sympathy has no right to be heard. The only question is, what does the proper administration of our trust compel us to do?

CITY DEBT.

The gross funded debt of the city, on December 31, 1878, was	\$41,809,583 31
The Sinking Funds, and other available means, on December 31, 1878, amounted to	15,625,411 89
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So that we may call the net debt	\$26,184,171 42
The Water Debt, on December 31, 1878, was	12,991,273 98
As the income derived from water-rates more than pays the interest on the Water Debt (the net income of the Cochituate and Mystic Water Works, for the year 1878, being \$102,-430.39), we should deduct the Water Debt from our liabilities, in order to ascertain the just relations between our obligations and our assets. Deducting, therefore, this amount from the above balance, we find the net debt of the city, exclusive of the Water Debt, _____	
to be	\$13,192,897.44

This is very satisfactory, in view of the city valuation, which, after having been reduced \$62,155,624 in 1877, and \$56,393,719.51 in 1878, now amounts to \$630,446,866.49; but we must not allow the satisfac-

tion resulting from this consoling financial statement to seduce us into the incurrence of new obligations for measures not imperatively demanded at this time. It is to be remembered that we have authorized loans

For constructing sewers, amounting to	\$3,337,000
For the new Latin and High Schools, amounting to	75,000
For Stony Brook Improvement	133,000
For Commercial-street widening, amounting to .	500,000
For Roxbury Canal Improvement	41,000
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	\$4,086,000

which have not been negotiated, and must hereafter be added to the city debt.

You are aware that we are restricted by law from incurring debt beyond a certain percentage of our tax valuation. The limit at this time is nearly reached, there being a margin of only about \$1,800,000,—according to my construction of the law.

During the present year, and including Jan. 1, 1880, \$3,797,800 of our debt will mature. The means for payment are, or will be, in the sinking funds, so that our obligations can be promptly met.

The City Council of 1877, in their desire to relieve as much as possible the burden of taxation, adopted

the policy of retaining in the Treasury all excess of income and taxes over estimated income and taxes, — all excess of revenue derived from liquor licenses and of appropriations over expenditures. I do not think we went far enough in this reform. At this period of depression in every branch of business, it is our duty, as well as our policy, to draw as little as possible from our impoverished tax-payers. It has been estimated, by competent authority, that in this country about one-third of each man's earnings is taken for taxes by the State and Federal governments. Apparently we are trying to ascertain the capacity of our people to disgorge without bankruptcy. It requires little imagination to picture the result of this policy if it is continued much longer. Sinking funds are excellent contrivances for the liquidation of debts, if properly managed; but they should not be allowed to swallow more of the substance of the people than belongs to them. The law requires us to raise by taxation, and appropriate to each sinking fund, such percentage of any city loan, as will, with its accumulations, extinguish the debt at maturity. We perform our whole duty by a strict compliance with this obligation, and we ought not to be required to do more. It is every way bad policy to pay our debts faster than provided by law. We are not only compelled to submit to unnecessary taxation by so doing, but

tempted to municipal extravagance, and the incurrence of new debts upon finding ourselves rid of old ones.

This subject has been recently before the city government, and I desire to quote the remarks of Mr. Crocker, a member of the Common Council of last year, thereon, for he expresses not only my own, but the sentiments of a large portion of our citizens.

He says: "It is folly to pay more money towards the city debt than the law requires, and more than the due proportion that is needed to enable us to meet our debt at maturity. The statutes require that we should put into the sinking fund enough money each year to provide for paying the debt when it matures. This is all the law requires, and it seems to me that to do much more would be folly. *For the city of Boston to do as it has been doing for years past, and is doing to-day, — taxing the already over-taxed citizens to put into the sinking funds hundreds of thousands of dollars more than the law requires, — seems to me to be the height of folly.* We are straining every nerve, and are unnecessarily grinding the poor tax-payers, who are suffering enough at present, to pay an unreasonable proportion of the city debt, in order that five or ten years from now, when people find out that the thing has been overdone, and that

an unreasonable proportion of the debt has been provided for, future City Councils may be extravagant and run the city into new debts."

In view of the above, let us render to Cæsar only the things that are Cæsar's. I would raise by taxation all that the law requires for the sinking funds, and no more; and, therefore, advise the adoption of the policy of keeping in the treasury for such purposes as the Council may order, all moneys received from sales of real estate, from payments on account of notes or bonds, or from betterment assessments, which by ordinance are now payable to the commissioners, and applied to the reduction of the city debt. I would advise an amendment of the ordinance of 1877, so that any balance of a sinking fund, after the payment of the debt for which it was created, be also paid into the treasury, instead of transferring it to other sinking funds, as now required. If we had not followed what seems to me the absurd policy of paying our debts before they were due, but paid into the sinking funds the amount expended according to the Auditor's Report for the purchase of immature bonds, \$610,437, we should have reduced so much the sum required to be raised by taxation.

If we adopt the plan which has been suggested in respect to payments to the sinking funds,

the amount of the annual tax levy would be greatly diminished; and yet we should have on hand in these funds the means to pay, at maturity, the debts they were created to extinguish.

WATER BOARD.

The net cost of the Cochituate Water	
Works to Jan. 1, 1879	\$15,796,012 68
The amount of the Cochituate Water Debt	
at that time was	\$11,763,273 98
The net income for 1878 was	\$27,933 97
The Mystic Water Debt on Jan. 1, 1879,	
was	\$1,228,000 00
The net income for 1878, from these	
works	\$74,496 42

The commissioners report that all the water works are in good condition. "The new supply works, so far as authority for their construction has been given by the City Council, are nearly finished. The conduit from Farm pond in Framingham to Chestnut Hill is completed, and used from time to time, when necessary to replenish Lake Cochituate and the Chestnut-Hill Reservoir. The conduit from Sudbury river to Farm pond is also completed.

"The condition of the three storage basins is as follows:—

"Basin No. 1 is all ready for water, but not filled. The Dam is entirely finished, and the Gate-house, which is under contract, will be completed early in the spring.

"Basin No. 2 is nearly ready for use.

"Basin No. 3 is wholly completed and partially full of water.

"With one of the new supply storage basins in use, the combined capacities of the Sudbury river and Cochituate works, in a season of drought, are equal to a daily supply of about thirty million gallons; with all three of the new supply basins in use, forty million gallons, and a very much larger quantity in ordinary years.

"The consumption on the Highland High-service Works has nearly reached their full capacity, and the necessity of either taking some effective steps for the prevention of the enormous waste by the citizens, or of building new and much larger works, is upon us.

"The capacity of the Mystic Works for a season of extreme drought is about eight million gallons per day; and for an ordinary year from forty to fifty per cent. greater.

"A second force main has been added to the Mystic Works the past year, and a connection made with

the distribution mains, so that water can be pumped directly into the city, without passing through the reservoir, if necessary."

IMPROVED SEWERAGE.

In August, 1877, the City Government adopted the system of improved sewerage recommended by the scientific commission charged with the consideration of the subject, and appropriated for the work the sum of \$3,713,000. The work was commenced immediately thereafter, and considerable progress made before the closing of the year, not only in locating the sewer, settling land damages, and making contracts for construction, but also in construction. It has been vigorously prosecuted during the year. The length of the sewer is about twelve and one-half miles. Nearly four miles of it are now completed, and two and a half miles more are under contract. The recent extension of East Chester Park will permit work upon this section to progress during the year. I am informed by the accomplished engineer in charge of the work that thus far, "while there have been some difficulties to overcome, incident to its magnitude, to the character of the soil bordering the shores of the city, and to the narrow and crowded condition of the streets traversed, no unforeseen obstacles have been discovered to raise a

doubt as to the practicability of the scheme or its ultimate success.

"The cheapness of labor and material, which has prevailed during the past year, has proved very favorable to the economical construction of the work, and demonstrated the wisdom of the city government in entering upon the improvement at the time it did. About six hundred laborers have found constant employment upon the work, when many other avenues of employment were closed.

"The sections of work already contracted for have almost without exception been let at prices considerably below the engineer's estimate of their probable cost, and this saving has not been effected at the expense of efficiency or durability. Every portion of the sewers has been built under constant inspection, and a superior class of work has been obtained. It is confidently expected that the system will be so far advanced by the summer of 1880 that the sewage now emptying into Charles river, above Cragie's bridge, and that emptying into South Bay and Fort Point Channel, can be diverted to Old Harbor Point, where it will be pumped and temporarily discharged into the bay."

I have given you these facts at some length, knowing the great interest you and your constituents feel in this most important undertaking.

PUBLIC GROUNDS AND SQUARES.

In July, 1877, the Park Commissioners were instructed by the City Council to purchase, provided the same could be done at a price not exceeding ten cents per square foot, certain flats on what is known as the Back Bay territory, — which, by reason of their having been for years the receptacle of the sewage of Roxbury and its neighborhood, were most dangerous to the health of the city, — with a view of filling the same, and of ultimately making thereon a park.

In compliance with this direction, the purchase of about one hundred and six acres was made at the cost named in the order. Although it was expected, as I have stated, that a park would be hereafter made here, and this purpose was set forth in the order for purchase, sanitary considerations were the immediate cause of the acquisition of these lands. As is well known, great apprehensions had been expressed by the sanitary authorities lest this portion of the Back Bay would become, in the words of the late eminent Dr. Edward H. Clarke, "plague spots and nurseries of disease, unless they are reserved and left unoccupied;" and I feel that I may say, without fear of contradiction, that this purchase has received the approval of the citizens and tax-payers. I have never heard any objection to it. The necessity of the acquisition, and the very

small price paid for it, have fully vindicated the measure.

The exhalations from this "natural cesspool," as these flats have been very properly called, are most offensive and dangerous, especially in the summer months. Many of our citizens, on this account, have avoided the new-made lands in the vicinity as a place of residence, and a vast amount of taxable property is consequently depreciating in value. This nuisance, for which the city has been indicted by the Grand Jury, together with our defective sewerage, has made Boston one of the unhealthy cities of the country. The mischiefs resulting from the latter will be cured by the completion of our system of intercepting sewers, but the evil effects of the former will only be corrected when these pestilential flats shall be filled. We should therefore do the work as soon as possible. The City Council of last year appropriated \$50,000 towards it, and about 400,000 square feet of the park road and entrances have been filled; 98,000 loads of filling were purchased, and 57,000 loads of ashes deposited by the Health Department. At the date of the last draft of the Commissioners, \$43,000 of the appropriation had been expended.

Carts only have hitherto been used in filling, and it is obvious that it would require a long time to cover a hundred acres by such means. We should fill —

as all the Back Bay lands have been filled — by steam-shovels and cars. If it is not thought expedient to make the park at this time, I would advise a contract with the railroads, or other parties having the appliances for doing extensive work for the immediate filling of these flats, that their baleful exhalations may be arrested at once. I understand that we have abundance of loam at the water-basins in Framingham. By spreading this upon the ground and sowing grass-seed we should absorb, through the roots of the grasses, the poisonous gases which would otherwise exhale. A nuisance, dangerous to the health and injurious to the prosperity of the city, would thus be converted into a wholesome and beautiful locality, where the citizens who now avoid it would resort for recreation and enjoyment. The cost of this improvement would be comparatively small. We could delay ornamentation and other park work until more prosperous times, although I hold to the same opinion expressed by me in my valedictory remarks last year, which I beg leave to repeat here, — “that it would be the truest economy to make the park as soon as possible, for it has been demonstrated, by the experience of other cities, that parks have so greatly raised the value of surrounding property as to repay their cost in a short time by the revenue derived from increased taxation. In

the neighborhood of this park the houses of our wealthy citizens will be found. As soon as the land is filled and made attractive all sanitary apprehensions will dissipate, building commence at once, and costly structures, like those which make Beacon street and Commonwealth avenue the finest streets of any city in this country, be erected, which will annually yield, like those in other parts of Back Bay, hundreds of thousands of dollars to the treasury."

Many petitions, signed by large numbers of our wealthiest tax-payers and prominent citizens, were made to the City Council last year, asking for the immediate improvement of the park grounds, and it was observed by Alderman Guild, in presenting these petitions, that "the demand for laying out this park and for the abatement of this nuisance is made by those who will have to pay the larger portion of the cost."

It is for you to consider whether the reasons for proceeding with the work are controlling or not. I think, however, you cannot doubt the necessity, and therefore the propriety, of filling these lands, as suggested, at once. I am extremely reluctant, after all I have said upon the subject of economy, to advise new undertakings involving expense; but, required by the city charter and my oath of office to suggest to the consideration of the City Council whatever

shall affect the convenience, comfort, and health of the city, I cannot do otherwise.

The Park Commissioners, in their sixth report, advise the early completion of Commonwealth avenue as a relief from the constant and increasing inconvenience and danger from the great amount of travel on the narrow mill-dam. As this must be done at some time, I would suggest, if the cost will not be found too much, that it be done now.

SCHOOL DEPARTMENT.

The whole number of pupils in the schools between

5 and 15 years of age in 1878, was . . .	60,762
Being a decrease for the year of . . .	2,728
The number of teachers during 1875 . . .	1,237
Decrease	31
Number of schools	63

Total expenditures of the School Department . \$1,803,060 36

Amount paid by School Board for

salaries of teachers . . .	\$1,123,449 13	
Salaries of officers . . .	56,021 37	
Incidental expenses . . .	227,697 07	
	<hr/>	\$1,407,167 57

Paid by Public Building Committée

for incidentals . . .	\$125,713 09	
For school-houses and lots .	270,179 70	
	<hr/>	\$395,892 79
		<hr/>
		\$1,803,060 36

Of this amount expended for school-houses, \$168,151.73 was for the new Latin and High Schools.

By the legislative act of 1875 the School Board was reorganized, and the Board of Supervisors created. Now that the system has got into good working order, it is regarded by the committee, and those who are watchful of the interests of our schools, as, upon the whole, a success. One of the chief objects of the change was to obtain a better agency for the examination of both teachers and schools. "The appointment of teachers heretofore," say the committee in their annual report of 1875, "without careful consideration of their qualifications, was an evil which had begun to show its disastrous effects by unmistakable signs." This might be expected, as the examinations of candidates were made by local committees. Experts, those only who have studied and understand educational requirements, are best qualified for the work. These are to be found in the Board of Supervisors, acting under the School Committee, through the Committee on Examinations. As the selection of competent teachers is so necessary for the success of the schools it is matter for congratulation that the happiest results are being obtained by the new method.

The School Committee, in their recent report, suggest some changes demanding serious consideration;

for, if adopted, large savings will be made to the treasury.

They advise the conversion of the High Schools, in the Brighton, Dorchester, West Roxbury, and Charlestown Districts, from independent to branch schools of the English High School.

Among the reasons given for the proposed change is the saving of expense, and the attainment of greater efficiency in the High Schools.

These schools were in existence when the districts were annexed, with all the teachers and machinery of High Schools.

In some of them, says the report, "the number of third-year pupils, or graduating class, is as small as thirteen, and the whole number of pupils in one school is only fifty-six, while in some cases special instructors must be employed to teach classes of two or three pupils"!

The committee append to their remarks this conundrum, "Does not this impose an unnecessary burden upon the city?" It can be answered by many who have not seen a High School.

Established as branches, the salaries of the principals would be saved and the expenses otherwise reduced.

Another suggestion of the School Committee is, that the Normal School be abolished. This school

was established to educate and train girls for teaching. It does not seem, in the opinion of those best qualified to judge, to have accomplished successfully the purposes of its organization.

Only one hundred and sixty-six of the teachers now employed by the city graduated from this school. It costs the treasury nearly \$8,000 yearly for its support. In view of these facts, and of the reasons given by the committee in their report, I trust the school will be discontinued.

The schools of Boston are the pride and the hope of its citizens. They willingly pay the taxes required for their support. The School Committee tell us, that they are "on the whole, in a very flourishing condition, and the high standard of excellence of their past history is fully maintained in the present." I have every confidence in the truth of the statement.

Upon the retirement last year of Mr. Philbrick, Dr. Samuel Eliot was chosen Superintendent, and the vigor and earnestness with which he has commenced his arduous duties justify the highest expectations as to future results. His recent semi-annual report is full of valuable observations and suggestions, showing he has thought long and deeply upon the great subject of education. It is evident that he has a thorough appreciation of the duties of the teacher, and a true understanding of teaching as an art.

The building of the new Latin and High School-house progresses, and it is expected that it will be ready for occupation early in 1880. The interests of these schools require that they should get into it as soon as possible. Only a part of their pupils are accommodated in the Bedford-street school-house, the rest being quartered in the South-street and Harrison-avenue school-houses. This arrangement must injuriously affect, not only the comfort, but the discipline, of the schools.

I may here remind you, that, by the order granting the money required in the building of the new school-house, the proceeds of the sales of the Bedford-street, South-street, Chardon-street, and Harrison-avenue school-houses and sites were appropriated for the building. It is expected that the amount thus realized will be more than sufficient for the purpose, so that the construction of these magnificent school-houses will not increase the city debt.

INDUSTRIAL SCHOOLS.

The policy of establishing Developing and Industrial Schools has been before the public for some time, and the matter has been much discussed by many of our prominent citizens interested in educational progress.

It came before the City Council in 1877, upon a petition for the establishment, as an experiment, of one of these schools. It was referred to a special committee, before whom an exhaustive hearing was had, and they reported in favor of the measure; but it failed to receive the approval of the Aldermen.

I am so convinced of the importance of these schools that I feel it my duty to bring the subject anew to your attention.

It should be the policy of the State to create as many producers as possible. It should be the policy of the State to train its youth so that it can earn its bread through some form of labor. It should be the policy of the State to adopt the best methods to reach this end.

We have no longer the apprentice system by which the young are trained to understand the vocation, or trade, which they propose to pursue for a livelihood, and perhaps it is not to be regretted that this system has been abandoned. What we now want is, the opportunity for every boy to find out, through the developing school, what particular trade, art, or calling, he is best fitted for by natural taste, or aptitude; so that he may be taken to the school-shop where the handcraft he proposes to follow is taught, and

receive a thorough training therein. It is believed that in this way he could become a better mechanic in two years than he could under the obsolete apprentice system in seven; because in the one case he would be thoroughly taught by competent instructors, while in the other he would get only the information to be obtained from such work as may be profitable to the master. But the greatest advantage of the proposed system is the opportunity it gives, through the developing school, to help the boy, at the early and plastic age, to discover the particular occupation to which his natural bent or taste inclines.

The community is a gainer by this, for more and better work will be accomplished by those who labor *con amore*, in the direction of their natural tastes, than when they do so with aversion, because of dislike to the kind of work.

It is well known, that most of those who graduate from our public schools, either through preference or necessity, make their living by their hands. It would seem proper, therefore, that a boy after he leaves school should be placed where he can get a knowledge of some calling, by which he may not only support himself, but become a producer, especially as the system of apprenticeship has been abandoned.

It would be out of place to discuss here all the merits of the scheme. I may say, however, that it has been considered approvingly by the press, by many of our distinguished educators, and many earnest friends of our school system. The School Committee recommend it, although the able and accomplished Superintendent, while apparently not opposed to industrial schools, thinks they ought not to be maintained at the public expense.

These schools can be established at small cost, and if well managed, might be made self-supporting.

PUBLIC LIBRARY.

This institution has increased so much that it now contains, with its branches, over 360,000 books,—a larger number than any other library in the country.

It has been thought for a long time that its relations to the city government was not such as its best interests demanded, and that its incorporation, like some other municipal departments, would give it capacities and powers which might better promote its usefulness and accomplish the objects for which it was organized. Application was therefore made to the Legislature of last year for a

charter, which was granted, and the corporation duly organized in May.

By the provisions of the act the trustees have the power to hold real and personal estate given or devised for its benefit, and all other privileges in the general laws relating to such corporations. They have also the care and control of the Library and all its branches. Notwithstanding these ample powers, the control of the city government is sufficiently retained to secure the good management of this important institution.

The Library has now eight branches. They are as follows: The East Boston, South Boston, Roxbury, Charlestown, Brighton, Dorchester, South End, and Jamaica Plain.

As I have elsewhere said, the necessity of more ample accommodations for this institution has long been recognized, but no government has felt justified in expending the moneys required for this purpose.

Whether such a building as the safety and the convenience of the Library requires shall be built on some of the Back Bay lots; or whether an addition shall be made to the present edifice, on the land in its rear purchased for the purpose in 1872; or whether relief should be obtained by the removal of the Lower Hall library and reading room to other

quarters, — are questions which should receive your attention, as it is necessary that something should be done. The proposition to build an addition to the present building seems to me inexpedient and unwise, as it would be merely a temporary relief, involving a considerable expense. I would suggest, as the best thing at this time, the removal of the Lower Hall library and reading-room to some convenient place, until the time shall arrive when it will be proper to erect a new building.

PUBLIC INSTITUTIONS.

The Lunatic Hospital, Almshouses, and Houses of Correction, Industry, and Reformation, comprise the bureau known as the Public Institutions of the city, and are placed under the charge of a Board of Directors by the statutes of the Commonwealth, subject to certain municipal supervision and control. This is one of the most important departments of the government. Nothing more truly indicates the moral progress — I was about to say, the civilization of a community — than its recognition of the duty of keeping in the best condition its charitable and reformatory institutions. I have watched with attention the management of those belonging to the city, and have noted with much satisfaction the excellent

system by which they are managed. I have especially noticed a commendable disposition on the part of the directors to keep abreast of the advancing ideas of the times, in respect to everything which shall aid in securing the objects for which these institutions were organized. I would especially designate the excellent manner in which those at Deer Island are managed. I made frequent visits to them when I previously occupied my present official position, and occasional visits afterwards; always with increased conviction of the ability and fidelity with which the directors were discharging their important trusts. I regard the president as emphatically the right man in the right place. I wish our citizens could have—as *inspectors of course*—a more intimate acquaintance with these institutions than they have; that they might appreciate more fully than I think they do what is being done and what should be done.

The policy of teaching the children of the Reform School mechanical trades, so that they may be able to support themselves when they leave it, has been recognized, and, to a very limited extent, adopted. It should be pursued, and means appropriated for the purpose, not only for the benefit of the children, but for that of the city.

When these unfortunates are discharged from the

Island, and landed upon the wharf, most of them are homeless, friendless, and penniless, with

“All the world before them where to choose
Their place of rest,”

like the exiles from Eden; but not like them, — I fear, — “with Providence their guide.”

Their forlorn condition is made more wretched by their incompetency to earn their bread by the practice of any mechanical pursuit. We can easily imagine how soon idleness leads to the formation of bad habits, and want to crime. What suffering and misery might be averted if these poor waifs could be sent from the school, skilled printers, shoemakers, joiners, and other handicraftsmen!

By the statutes of the Commonwealth, drunken and disorderly persons are, upon conviction, sent to the House of Industry; but the terms of sentence are so short, rarely over sixty days, that little or no reformation in habits and character can be effected. They are merely improved in physical condition, so that their short stay at the Island only recruits them for a fresh career of vice. Some of them have been sentenced fifty times, most of them from ten to twenty times.

During the year 1878 there were 5,653 commitments. Of these there were committed for the first

time, 2,383; for the second time, 792; for the third time, 545; for the fourth time, 375; for the fifth time, 279; for the sixth time, 200; for the seventh time, 157; for the eighth time, 117; for the ninth time, 89; for the tenth time, 78; between ten and twenty times, 436; between twenty and thirty times, 119; between thirty and forty times, 33; between forty and fifty times, 40; more than fifty times, 10.

Of the number committed, seventy-eight per cent. were for drunkenness; three per cent. for being common drunkards; six per cent. for larceny; five per cent. for assault and battery; two per cent. for vagrancy; one per cent. for disturbing the peace; one per cent. for being idle and disorderly; four per cent. for violation of city ordinances. As the object of the institution is the reform of the vicious, it is to be regretted that the courts cannot keep them there until, in the opinion of the directors, reformation has been accomplished, or for such time as will allow opportunity for reform. I understand that in other States there are statutory provisions to this effect, and I suggest to you whether application should not be made to the Legislature for a grant of like powers to our courts.

The Directors of Public Institutions, in their instructive report of last year, suggest "the feasibility of erecting a suitable building at the Austin Farm

for the accommodation of the pauper girls at Deer Island, and their removal to this place. This plan will provide the required room at Deer Island for the Truant School, and bring all the female paupers, with the exception of those at Charlestown, to this place."

There are sixty-two pauper girls now at the Island. I commend the suggestion to your consideration.

It was expected that the inmates of our Lunatic Hospital would be transferred to the Danvers Asylum upon its completion, and the former institution abolished; but the directors, in their communication of May 15, 1878, to his Honor Mayor Pierce, on this subject, have demonstrated so fully the propriety and necessity of retaining the hospital, that all who read it must adopt its conclusions.

At no distant day, the directors say, "the present building should give place to a new and more adequate structure, erected, owned, and governed by the city of Boston for her suffering and helpless patients."

POLICE DEPARTMENT.

In compliance with the suggestions of my predecessor, the control of the police — which has hitherto been vested in the Mayor and Aldermen — was, by the act of 1878, placed in a Board of Commissioners; the duties heretofore performed by the

License Commissioners, and the power to license pawnbrokers, auctioneers, and others, who require municipal permission to carry on their business in this city, were also assigned to this Board.

It is well known that there was much difference of opinion with our citizens in respect to this measure, and I think I do not mistake the facts in saying, that political considerations had great and controlling weight in determining the question.

For many years the Mayors of Boston, with hardly an exception, have spoken in commendation of the Police Department in their inaugural remarks. I think the citizens have felt that the arduous duties of the officers have been well done; and that, in character and efficiency, they are the equals, if not the superiors, of the police of any other American city.

It is to be hoped that the radical change in the control of this department will prove a wise measure. There are certainly some defects in the statute creating the commission, which should be remedied. The power of removal from office is exclusively given to the Board. The Mayor should exercise this power, as formerly. The charter requires him "to be vigilant and active at all times in causing the laws to be duly executed and put into force," and the police is one of the instruments given him for the purpose.

It is true that, by the act of 1878, he has the power, "in any emergency, of which he shall be judge, to assume command of the whole, or any part, of the police force;" and should he find occasion to take such command, and issue orders which are not obeyed, he has no power of dismissal. He must invoke the aid of the commissioners for this purpose. It is obvious that cases might occur when the delay caused in getting action from the Board would imperil the peace and safety of the city.

Other deficiencies in the act might be pointed out, which, without doubt, will be seen and corrected if the commission is to be retained.

The commissioners report that the whole number of licenses issued						
from May 1, 1878, to Jan 1, 1879, was	.	.	.	.	.	2,023
Applications during this time	.	.	.	.	.	2,710
Number of liquor seizures	.	.	.	.	.	600
Gallons liquor seized	.	.	.	.	.	11,502
Number of unlicensed places where liquor was sold, or						
suspected of being sold	.	.	.	.	.	167

The commissioners express the opinion that the laws regulating the sale of intoxicating liquors, as at present enforced, are more efficacious in promoting the cause of temperance than the prohibitory enactments which they superseded.

They think a police force of seven hundred is suf-

ficient for the work of the department. The present number is seven hundred and fifteen.

The police expenditures during the last nine months were \$611,352.95, leaving a balance of \$211,647.05 to cover the expenditures of the remaining three months of the financial year.

FIRE DEPARTMENT.

The work of the Board of Fire Commissioners appears to be well done, and I am not aware that any complaints in respect to the department under its supervision have been made. I think the important changes caused by the creation of the Fire Commission are thought, upon the whole, beneficial. I would invite your attention to the cost of this department. By the Auditor's report, it was \$575,686.82 for the financial year ending April 30, 1878,—a decrease from that of the preceding year of \$20,157.35. Upon a careful examination of the items of this cost, I find it made up as follows:—

Expenses and salaries	.	.	.	.	.	\$550,999 00
Fire-Alarm Telegraph	.	.	.	.	.	18,146 13
Bells and Clocks	.	.	.	.	.	2,481 25
Repairs of Buildings	.	.	.	.	.	4,060 44
						<hr/>
						\$575,686 82

I think we could cut down the costs of many of the items which make up these sums, without disturbing salaries, or impairing the efficiency of the department. I have spoken elsewhere of the cost of this branch of the municipal service in other cities, and it is difficult to understand why we should pay so much more than our neighbors for protection against fire.

LAMP DEPARTMENT.

The Auditor tells us that the whole cost of lighting the streets of the city during the last financial year was \$477,383.28, against \$479,937.80 in the previous year.

The belief is so general that the expenses of this department are excessive, that I drew the particular attention of the City Council of 1877 to this subject, both in my inaugural and valedictory remarks; and I feel it my duty to recur to it again, and ask for it that consideration which its importance demands.

We contract for our gas at a fixed price per lamp, with burners warranted to consume four feet at least of gas per hour. It has been thought that we not only pay too much for our light, but do not get all that we pay for, through de-

fects in the burners. But, I find upon examining the cost of gas in twenty different cities of the country, that we pay rather less than most of them, in view of the excellent quality of our article ; and I am assured by inspection of the monthly reports made to the treasurer of the Boston Gas Company that their burners consume on the average rather more than four feet an hour, instead of less. The treasurer offered me every facility to get information on this subject, and it appears that each of the burners of his company is inspected and tested by the engineers as often as once, at least, a year, and a record made of its condition and burning capacity.

We are supplied by eight different companies, but more than one-third of our gas is furnished by the Boston Gas Light Company. I made no inquiries of the other companies ; but I presume my remarks touching the gas and burners of the Boston Gas Light Company will equally apply to them all.

If, then, the price paid for gas is not too high, and we get all we pay for, — and there seems to be no doubt of this, — the question arises, whether we cannot, with proper regard for the comfort and safety of the citizens, reduce the illuminating power of our lamps by the use of burners of

less consuming capacity, or content ourselves with fewer lamps. We use oil lamps in certain parts of the city ; perhaps we could use more of those or other kinds of lamps, with economy, and it may be that savings can be made in other expenditures of this department. Something can and should be done to lessen the cost of lighting this city, greater, as I have elsewhere shown, than that of any other of its size in the country.

BOARD OF HEALTH.

I find, upon inquiry, that the Board of Health have well performed their important duties during the year. Their report says "that during nine months of the time a systematic inspection has been made, not less than twice, of every court, lane, yard, and alley in the city ; and of every tenement house not less than three times. Many of them have been more frequently examined. The remaining three months in the year, which is the hot season, the officers have been engaged in investigating complaints made at the office, which are so numerous as to require their whole time."

During the year they have abated twenty-one thousand and ninety-nine nuisances, inspected and ordered the vacation of three hundred and two

houses and cellars as unfit for occupation, and made forty-six prosecutions for violation of our sanitary ordinances.

The Board has for several years urged upon the City Council the abatement of the Roxbury Canal nuisance, with the recommendation that it be filled, as the only effective method of relief. The matter has been carefully considered by different city governments; but there were difficulties which prevented action, not easily adjusted. These have now been removed, and I am happy to say that last year the City Council voted to fill the canal. The work has been commenced, and will soon be completed. This is matter for congratulation, as the exhalations from this depository of filth were becoming yearly more intolerable, and threatened serious sanitary consequences.

We have still unabated the Stony-brook and Muddy-river sewer nuisances. It was my hope that the order passed in 1877 for the improvement of Stony brook would have accomplished, by this time, what was so desirable in this respect; but, just as the work was commencing, it was discovered that the rights of the Boston Belting Company would not permit any action whatever in the premises. The City Council have ordered a petition to the General Court for further powers, which, without doubt, will

be granted, when the proposed remedial work will be commenced and finished.

It was expected that the Muddy-river sewer nuisance would have been abated by the government of last year. The Legislature of 1872 empowered the city to unite with the town of Brookline, and divert the sewer-polluted waters of Muddy river in a more direct line to Charles river. This measure was recommended by the Park Commissioners in their sixth report.

Early in 1878 the town of Brookline appointed a committee, with authority to negotiate with the city, for the construction of a new channel for Muddy river, so that the same may be kept free of sewage, subject, however, to the confirmatory action of the town. This committee notified the Mayor of their appointment on the 30th of March, who sent a message in relation thereto to the City Council, by whom the matter was referred to the Committee on Stony-Brook Improvement. Notwithstanding several efforts on the part of the Brookline committee to come to a hearing with the Boston committee on this important question, the latter were unwilling, for some reason not apparent, to consider the Muddy-river improvement until the matter of the Stony-brook improvement had been first disposed of, although the subjects were

wholly distinct from each other, having no connection whatever.

I trust this nuisance, which annoys and torments our citizens so much, will receive your immediate and earnest attention and action.

West Roxbury canal filled, Stony-brook and Muddy-river sewage diverted to Charles river, and the Back Bay nastiness buried under ten feet of gravel, Boston will cease to be the rival of the city of Cologne, so long noted, if I remember rightly, for its fifty and seven different, distinct, individual, intense, mephitic odors.

CITY CHARTER.

I feel it my duty to ask you whether the subject of a revision of the City Charter should not again be considered. It is well known that there has been for a long time a growing conviction in the public mind that important modifications are required to adapt our charter to the changed condition of the city, resulting from its growth in population, territory, and wealth. This feeling led to the appointment of a commission, in 1873, to consider the subject, and much time and thought were given to it.

Although the recommendations of the commissioners were not adopted by the City Council,

they have called forth criticisms and suggestions, which must be valuable when the subject is again considered.

The opinions of our citizens, as to the nature and provisions of the charter, have now become so well known through the discussions elicited by the report, that I think there would be little difficulty in constructing a scheme which would be generally satisfactory, and meet the approval of the Legislature.

If, however, no complete and comprehensive revision of the charter can be got at this time, we might at least get a digest of the various statutes affecting the city, for greater convenience in ascertaining our municipal rights and obligations, with a few of the important changes in our charter, which, it is generally admitted, should be made. Nearly one-fourth of the City Charter, as it stands in our public documents, consists of sections which have been amended or repealed by subsequent legislation. An act codifying the scattered remains of this instrument, with all the acts relating to the same, interwoven therein, with the changes referred to, so as to give us our chartered powers in connected and compact form, would be very convenient and desirable, and, without doubt, meet the approval of the Legislature.

ASSESSORS DEPARTMENT.

I submit to your consideration whether there should not be some radical changes in our clumsy machinery of taxation. We have a permanent board of five assessors; a board of thirty-three first assistant assessors, and a board of thirty-three second assistant assessors. The principal assessors and first assistants estimate the value of personal property. The first assistants, in their respective districts, with one of the principal assessors, or second assistant assessors, appraise the real estate, and take the list of the polls therein.

These assistants are chosen annually by concurrent vote of the City Council. It is difficult to believe that persons competent to judge the value of real estate can be obtained by annual election. There are so many and subtle facts and circumstances which affect such value, that they can only be recognized and appreciated by training and experience.

I would suggest the establishment of a permanent Board of Assessors, so appointed that one only shall go out of office each year, for the valuation and assessment of real estate. In this way we should always have the services of experienced officers for this most important duty. The valua-

tion of personal property might be given to a special board, who should only attend to this duty. The assessment of poll-taxes might be made by a third class of officers. While the strength of political parties depends to any extent upon the payment of poll-taxes, the assessment of such taxes will become a political question, and I think the work would be better done, and more to the satisfaction of all parties, by officials charged with the sole consideration of this matter. It is desirable that the assessors of personal estate should be selected for their capacity to perform their official duties alone, without regard to politics.

BOARD OF REGISTRATION OF VOTERS.

All citizens, whatever their political opinions, will agree in this, that we cannot have good government, we cannot maintain even Republican institutions, unless the rights of the people to the free and unhindered exercise of the election franchise are fully protected. If fraud is allowed to subvert the popular will, corrupt rings will form and get the ascendancy, bad men attain office, and measures, destructive to the best interests of the community, adopted. We cannot, therefore, guard too carefully the ballot-box.

My predecessor, commendably solicitous in this respect, invited in his inaugural the "serious and earnest attention of the Council" to the "necessity of procuring some special enactments relating to the registration of voters and the methods of conducting elections in this city," as the laws then existing were "clearly insufficient to prevent the perpetration of frauds." In compliance with this suggestion, an act was obtained from the Legislature, correcting the supposed defects in registration, and providing, among other things, for the establishment of several voting precincts in each ward, so that the citizens thereof were not confined to a single voting place as heretofore. Under this statute, the city was divided into one hundred and six precincts. We have had two elections since the law took effect, and I think its provisions are generally regarded as beneficial and salutary. Some defects are apparent, and experience will suggest modifications which, without doubt, will be made.

There is no direct authority given for the use of precinct lists, and the question has arisen whether the law, as it stands, does not require the use of ward lists as hitherto. No direction is made that voters shall vote in the precincts in which they are registered, whether they continue to reside or not therein, although the law requires them to vote in

the ward in which they were registered on the first day of May. The Registrars should be required to hold their sessions IN each ward, and not "in or NEAR each ward," and the sessions of collectors of taxes and registrars should, for obvious reasons of convenience, be held at the same time and place in the several wards.

There is much more, however, to be done before we can have all the safeguards which will insure honest elections. Animated by the same anxiety as my predecessor, I also invite "your serious and earnest attention to the necessity of procuring some special enactments relating to the conduct of elections in this city," as the laws in force still appear "clearly insufficient to prevent the perpetration of frauds whereby the will of the people may be defeated."

We ought not only to see that those who are entitled to vote, and only those, shall vote, but we should see that none are improperly influenced or hindered in the free exercise of this right. We should see that there is no corrupt use of money in elections. It cannot be denied that everywhere there is great cause of complaint in this respect. Permit me, in this connection, to quote the recent remarks of a distinguished senator and statesman.

"The most disheartening thing," says Judge Thur-

man, "to an American who loves free institutions, is to see that year by year the corrupt use of money in the elections is making its way, until the time may come when elections in the United States will be debauched as ever in the worst days of the old borough parliamentary elections, in the mother land. The question is, whether this country is to be governed with a view to the rights of every man, — the poor man as well as the rich man, — or whether the longest purse shall carry the elections, and this be a mere plutocracy instead of a democratic Republic."

It has been charged, and very generally charged, that in the recent elections in this city, both for State and city officers, the employed have been improperly influenced by the employer, — the poor man intimidated by the rich, — and large sums of money contributed and expended for the purchase of votes.

"If it be true, it is a grievous wrong," —

and it is our duty, as honest and patriotic citizens, to do all in our power to reform the abuse. We have laws specially directed against such frauds, which would seem to be sufficient for their prevention; but if the complaints referred to have their foundation in truth, either further legislation should be had,

or greater vigilance in enforcing the laws already in existence exercised.

INSPECTION OF BUILDINGS.

The statute creating this important department was passed in 1871, and is entitled "An Act to provide for the regulation and inspection of buildings, the more effectual prevention of fire, and the better preservation of life and property in Boston."

The officers of this department are a chief inspector, and such assistant inspectors as the City Council may, from time to time, determine. Their duties may be inferred from the title of the act creating the department.

The necessity of this bureau had been urged upon the City Council, several years before its organization, by the Chief Engineer of the Fire Department, in his annual reports, where it was shown that a large percentage of fires were caused by defective construction in buildings.

The work done by this department has fully justified its establishment. I find, upon inquiry, that the organization is excellent, and that the officers have well performed their duties during the year.

CITY HOSPITAL.

The city was authorized by statute of 1858 to establish a hospital for sick persons who require relief, and the City Council were empowered to appoint trustees and other officers to manage it. An ordinance was passed placing the institution under the direction of a Board of nine Trustees, who annually elect a Superintendent, who has the control, under the Board, "of all the departments of the Hospital, and of all subordinate officers, the patients, and the charge of the grounds, buildings, and appurtenances."

This great charity is one of the most important of our civic institutions. Its records show that it has alleviated a vast amount of suffering, and accomplished a vast amount of good.

We may form some opinion of its usefulness from the number of patients it has received, cured and discharged within the year ending April 30, 1878, the date of the last Report of the Trustees:—

Number of patients in Hospital April 30, 1877 . . . 300

Number admitted during the year:—

Medical patients . . . 2,415

Carried forward . . . 2,415 300

<i>Brought forward</i>	2,415	300
Surgical patients	1,526	
Ophthalmic “	93	
	<hr/>	4,034
Treated during the year		4,334
Discharged	3,715	
Died	311	
	<hr/>	4,026
Remaining in Hospital April 30, 1878		<u>308</u>

Number of patients treated in the out-patient department	9,658
Number of visits to the Hospital	<u>30,135</u>

The cost of maintaining the Hospital during the year was	\$120,757 92
Paid by patients	8,136 86
Cost of city for treating 4,063 non-paying patients	<u>\$112,621 06</u>

The Trustees assure us in their last report that the labors of the medical and surgical staff “have been faithful and invaluable,” and that the management of the able Superintendent has been intelligent and efficient. They commend, also, the other officers of the hospital for the faithful performance of their duties.

I am informed by those interested in the success of

this charity, and competent to understand its wants and requirements, that its interests would be greatly promoted, and its capacity for usefulness largely increased, if it was incorporated like the Public Library and the Overseers of the Poor, and possessed the powers enjoyed by these bodies.

The trustees of the Hospital are nine in number, and annually elected ; three from the City Council, to serve one year, and six from the citizens at large, to serve three years. From 1863 to 1878 there have been fifty trustees who have been thus elected. Nineteen have served one year; nine, two years; eight, three years; four, four years; three, five years; three, six years; two, seven years; one, eight years; and one, nine years. It is almost impossible that the three who are annually elected from the City Council can give much time or attention to the direction of the Hospital, when they have so many municipal duties, besides their private business, to attend to; nor can it be expected that the City Council will furnish, every year, suitable persons for this important trust. If the Hospital were incorporated, trustees could be selected with more regard to their competency, and corporate powers would enable them to manage the institution more efficiently.

Chartered with the power to hold real and perso-

nal estate, it would be likely to receive donations and bequests from our citizens, and it could better hold and manage the funds already given for its benefit, now six in number, and aggregating twenty-nine thousand dollars; to which will be hereafter added the legacy of Dr. Silas Durkee (subject to the life estates of his widow and her sister), amounting to about sixty thousand dollars.

I might mention other advantages to be derived from the proposed change in the organization of this institution, but they will occur to you if you give the subject the consideration which it should receive.

In closing the last inaugural address I shall ever have the honor to make to the City Council of Boston, let me congratulate you and your constituents, that we are commencing the new year under pleasing auspices. For the first time, for seventeen years, this country has reached specie payments. Believing, as I do, that the long-continued and unprecedented depression in every branch of business may be traced, for the most part, to the issue of inconvertible paper money, now that we have returned to the only currency recognized by the commercial world as unfluctuating and reliable, we may expect the most salutary results from the new departure. Confidence, a most important factor in recuperation, is beginning to permeate the public mind, and under its

benign influence the pleasing signs of improvement are dawning. The vast resources of the Republic, and our enormous exports, will guarantee the continuance of the golden stream; and when our people shall be assured, as soon they will be, that there is to be no financial retrocession, we may look for complete revival in all our industries, mechanical, manufacturing, agricultural, and commercial. Then will the warehouses of this city be reoccupied; those ominous notices, "To Let," which for the last lustrum have been posted so thickly over our business streets, remitted to the limbo of things which were and are not; and our beloved Boston, busy and prosperous from its restored commerce, resume its place among the leading cities of the country.

APPENDIX.

CITY DEBT STATEMENT.

Total funded debt for negotiated loans of all kinds
on Dec. 31, 1878 \$41,809,583 31

Loans not negotiated: —

English High and Latin School

Buildings	\$75,000 00	
Improved Sewerage	3,337,000 00	
Stony Brook Improvement	133,000 00	
Widening Commercial street	500,000 00	
Roxbury Canal Improvement	41,000 00	
	<u>4,086,000 00</u>	
		<u>\$45,895,583 31</u>

The water loans are as follows: —

Cochituate Water Loans	\$11,763,273 98	
Mystic Water Loans	1,228,000 00	
	<u>\$12,991,273 98</u>	

Total of all loans EXCEPT water loans \$28,818,309 33

The means on hand for paying water loans are: —

Sinking funds	\$2,106,783 00	
Bond for sale of land	2,702 00	
	<u>\$2,109,485 00</u>	

Means for paying loans OTHER than water loans: —

Sinking funds	\$13,157,138 36	
Bonds for sales of land, etc.	358,788 53	
	<u>\$13,515,926 89</u>	

Total amount of sinking funds and other means
to pay debt \$15,625,411 89

WATER ACCOUNT.

Total cost of Cochituate water to Dec. 31, 1878 .	\$15,796,012 68
Cost of Mystic water to Dec. 31, 1878 . . .	1,228,000 00
	<u>\$17,024,012 68</u>

Total amount of Cochituate Water	
debt on Dec. 31, 1878 . . .	\$11,763,273 98
Amount of Mystic Water debt on	
Dec. 31, 1878, including Mystic	
sewer	1,228,000 00
	<u>\$12,991,273 98</u>

Gross income of Cochituate Water	
Works for 1878	\$1,083,612 26
Expenses of same, including in-	
terest for 1878	1,055,678 29
	<u>\$27,933 97</u>
Net income for 1878	

Gross income of Mystic Water Works	
for 1878	\$272,061 41
Interest and expenses	197,564 99
	<u>74,496 42</u>
Net water income	<u>\$102,430 39</u>

THE
INAUGURAL ADDRESS
OF
FREDERICK O. PRINCE,
MAYOR OF BOSTON,
TO
THE CITY COUNCIL,

JANUARY 12, 1880.



BOSTON:
ROCKWELL AND CHURCHILL, CITY PRINTERS,
No. 39 ARCH STREET.
1880.

THE
INAUGURAL ADDRESS
OF
FREDERICK O. PRINCE,
MAYOR OF BOSTON,
TO
THE CITY COUNCIL,
JANUARY '12, 1880.



BOSTON:
ROCKWELL AND CHURCHILL, CITY PRINTERS,
No. 39 ARCH STREET.
1880.

CITY OF BOSTON.

IN COMMON COUNCIL, January 12, 1880.

Ordered, That His Honor the Mayor be requested to furnish a copy of his address, that the same may be printed.

Sent up for concurrence.

HARVEY N. SHEPARD,

President.

IN BOARD OF ALDERMEN, January 12, 1880.

Concurred.

HUGH O'BRIEN,

Chairman.

ADDRESS.

GENTLEMEN OF THE CITY COUNCIL: —

We have been called by our fellow-citizens to administer the Municipal Government for the ensuing year. It is a solemn trust. When it is remembered that Boston has a population of nearly four hundred thousand, a tax valuation of more than six hundred millions, — notwithstanding the great depreciation of all property at the last appraisement, — and that the civic service now requires the annual expenditure of more than eight millions, we can recognize the gravity of our responsibilities.

Nor have we the care of the material interests of Boston only. We are intrusted, for the time being, with its good name, its reputation, and its honor. Of these the citizens are justly proud, and will expect us to watch well that they are maintained in all their integrity.

Boston occupies a high position among the cities of the country. It is, in some respects, regarded as a model city, as it receives constant applications for information touching its management of municipal matters and its administrative methods. Its financial

credit, at home and abroad, is beyond question. The reputation of its merchants and business men for intelligence, liberality, and honest dealing, is world-known. I venture the assertion that there is no community, on either side of the Atlantic, where there is more respect for moral worth, a higher appreciation of the Christian virtues, or a greater demand for the exhibition of the Christian spirit by the citizens in their daily life, especially by those who seek the esteem of their fellow-citizens or aspire to public office.

The history of the progress of moral ideas, of the development of those social reforms which attest the progress of civilization, of the establishment of benevolent, correctional, eleemosynary, and educational institutions, of the growth of those political ideas which have established republican governments, cannot be written without reciting the history of Boston.

Let us ever keep before us in all our official doings this record of honor and glory. Whatever the interests of the city require, whatever its credit, safety, and prosperity demand, let us be watchful to do, to the extent of our lawful powers. Our constituents will expect the observance of a wise and judicious economy in all our municipal expenditures. We shall be found unfaithful stewards of our trusts if

this expectation is not made the inspiration and guide of our official conduct.

I have spoken of a wise and judicious economy. I do not mean by this a *niggard* economy. I am no advocate of the penny-wise and pound-foolish economy,—especially in the management of public affairs. If our municipal expenditures in the past had been limited to things which are merely *necessary*, Boston would not be the city it now is,—and if there is to be such limitation in the future, it will never be what we desire it shall become.

Posterity has its rights as well as we of the present. Duty requires us to assume reasonable burdens for the benefit of those who come after us. Were it otherwise, no community could have those splendid municipal accommodations and benefits, which are not and can never be had immediately, since they require years for maturity and fruition. The enjoyments of the shade tree could never be known by our children if we refused to plant it because we ourselves cannot live to see its branches grow and expand. Be assured that the generation which succeeds us will bless and honor those who make sacrifices for their benefit. We should, however, exercise a sagacious and discriminating judgment in respect to those measures which concern the prosperity of our beloved city. We should be as firm and courageous in making all

proper expenditures, as we should be firm and resolute in resisting all improper expenditures. We shall not fully discharge our trusts, nor have we the right to be here, if we ignore this duty through the fear of temporary unpopularity, the pressure of private interests, the importunity of sectional influences, or the demands of party politics.

We have just erected a statue to commemorate the municipal services of our best and wisest Chief Magistrate, Josiah Quincy; let us imitate, as far as we can, his sagacious forecast and intelligent recognition of the interests of the present and the rights of the future, and we shall be certain to act wisely.

Whenever there is complaint of municipal extravagance the Mayor is the object of censure; yet such is the limitation of his power and influence, under our system, that the City Council is in fact the responsible party. The Mayor cannot draw a dollar from the treasury for any civic purpose without the consent of the Council. The law directs the Mayor, to quote the words of the charter, "To communicate to both branches of the City Council all such information, and recommend all such measures, as may tend to the improvement of the finances, the police, health, security, cleanliness, comfort, and ornament of the city;" but the wisdom of the Council determines as to

the adoption of these measures, and the action to be had therein.

The functions of the Mayor in respect to the inauguration of civic measures are merely advisory. He has, it is true, the veto power; but when the Council by a two-thirds vote orders any matter, it becomes the duty of the Executive to see that the will of the Council is obeyed. He has no discretion in the premises.

Let us consider all the business which comes before us on its true merits, without regard to unrelated or irrelevant considerations; and especially let us apply this rule to whatever affects the finances of the city, that its credit, which is its life, may not suffer.

Fortunately for Boston, party politics have thus far never interfered with its finances. The record will vindicate the assertion that no measures affecting the treasury, no measures calling for expenditures, have ever been adopted by a strict party vote, so that they could be said to be party schemes, whether the administration was Republican, Democratic, or Citizen.

The municipal election, like most elections, is often marked by great excitement, and opposing parties indulge in mutual vituperation, in charges of shortcomings and wrong-doings, of partisan removals from and appointments to office; but no party has ever

charged another with spending the public moneys for partisan purposes.

The city has expended vast sums for municipal objects, — for widening and laying out streets, for public buildings, school-houses and bridges, for sewers, for charitable, benevolent, and educational objects, for commons, and squares, and parks, and ornamentation; but the appropriations for these have never been passed by party votes. Whatever complaints may have been made by the citizens against the measures of different administrations, no such indictment has ever been found. I may be permitted to say further, in this direction, that although municipal extravagance has been sometimes charged, no allegation of corruption, so far as I know the facts, has ever been made against any Boston city official.

All this is matter of congratulation. May it always be thus. May the integrity and honesty of our municipal service be ever maintained, whatever the political complexion of the administration. If parties at the city election contend for the government, let us hope that the contest will be limited to the acquisition of office, and that the victors in the future, as in the past, will ignore party interests in the disbursements of the public moneys, and administer the government for the benefit of all the citizens.

It is fortunate for the city that the Council has so

many experienced members. Eleven of the Aldermen have served before — eight of them in that Board. Forty-seven of the Common Council have served before, of whom forty-five were members of that body last year. The knowledge thus obtained will greatly facilitate the business of the year. Thus the interests of the city and your own convenience are alike promoted. The reelection of so many of the Council of last year is evidence that the citizens approve their record. It is to be regretted that the knowledge of civic affairs attained by official experience is not oftener considered in selecting candidates for the Council. As Councilmen are elected annually, a large part of the year is often spent in getting the information necessary for the proper discharge of official duties.

You are also to be congratulated that the Government of last year, with commendable fidelity, disposed by action on its merits of nearly all the business which came before it, without resorting to the somewhat common but improper habit of clearing the docket by the reference of important matters to the next Council. Let me express the hope that you will imitate this good example.

CITY DEBT.

The solicitude of the citizens touching the municipal debt is always active, for they not only know that all their property, real and personal, is held as security for its ultimate payment, but that the annual taxation to meet the interest on the debt and the percentage required by law for the sinking funds must increase as the debt increases.

THE CITY DEBT.

The gross funded debt of the city on 31st of December, 1879, was \$43,022,816 20

The sinking funds for its payment on 31st of December, 1879, were : —

Old sinking fund	\$8,099,479 57
Consolidated street improvement,	1,280,917 14
Burnt District	1,539,464 26
New	3,201,383 69
Cochituate water	2,196,841 49
Mystic water	257,118 38
Moneys for reduction of debt,	975 87

\$16,576,180 40

Other available means — bonds
and mortgages, from sales of
public lands, and street im-
provement bonds

348,852 75

\$16,925,033 15

If we deduct the above from the gross debt, we
may call the net debt of the city

\$26,097,783 05

This net debt includes the Co-

chituate water debt . . . \$12,101,273 98

Mystic 1,153,000 00

\$13,254,273 98

Deducting this water debt, we have as the city

debt, exclusive of water debt \$12,843,509 07

I deduct the water debt, because in a certain sense it may not be regarded as a liability, as the net income of the water department in 1879, after paying interest on the funded debt and expenses, was \$245,730.78, as shown by the report of that Board.

In addition to the sinking funds and available means for paying the city debt, amounting as above to \$16,925,033.15, there are public lands and buildings not wanted for municipal purposes which can be sold and the proceeds applied to the debt. They are valued by the Assessors at \$1,626,800.00. I append hereto a schedule of this property, and shall have occasion to refer to it again in another part of my remarks.

As I have had during the year last past many inquiries touching the amount of the city debt falling due each year, I append also hereto a memorandum hereof; also an account of the debt to be redeemed by each sinking fund. On 1st January, 1880, the following debt matured and was paid:—

City	.	.	.	.	.	.	.	.	.	\$2,910,450
Cochituate water	.	.	.	.	.	.	.	.	.	700,000
										<hr/>
										\$3,610,450

The average rate of interest on the total funded debt during the last ten years was 5 718-1000 per cent.

The following loans, authorized but not yet negotiated or issued, are to be hereafter added to the city debt:—

English High and Latin School buildings, order of May 25, 1877	\$75,000
Roxbury canal improvement, order of July 16, 1878,	41,000
Northampton-street District, order of April 26, 1879,	241,000
Widening of Commercial street, order December 31, 1879	50,000
Widening South street, order December 27, 1879,	140,000
Extension of Commonwealth avenue, order December 27, 1879	135,000
Improved sewerage, August 9, 1879	2,306,000
	<hr/>
	\$2,988,000

As the law does not permit the city to increase its debt beyond three per cent. of its valuation on the first of May, 1879, it is proper that I should inform you that we are within \$1,234,608 of this limit. It will thus be seen that we cannot at this time enter into any municipal expenditures requiring more than this amount unless we raise such excess by taxation; yet we have many pressing wants. I feel it my duty to refer to one of them at least. We need better accommodations for our courts. For some years the Bench, the Bar, and those who have business at the Court House, have complained that it is wholly unsuitable for the purposes for which it was erected. These complaints increase daily in force and extent. They cannot be ignored much longer. We must either enlarge the present building or erect a new one. It seems to be the opinion of those best qualified to judge, that it would be un wisdom to enlarge, because

the lot is too small to give all the accommodation now, or soon to be, wanted; that true economy requires a new structure in another locality, where the necessary space could be had. To accomplish this would compel a debt beyond our power to incur. I had hoped that the scheme of erecting court accommodations for the criminal business on a portion of the estate near City Hall, known as the "Niles Estate," and the alteration of the present Court House to accommodate the civil business exclusively, might have supplied all that was wanting in this matter for some years, so that the erection of a new and costly Court House might be postponed to a more unindebted season, if such a financial millennium is ever to come; but the project, although favored at first by the Council, did not receive the approval of those whose opinions were entitled to weight, and was subsequently abandoned.

A Court House should be built in a central locality. Such a site would be very costly. Its construction, with all the conveniences now thought necessary, must require large sums, and millions would be required before the work would be completed.

I am unable to see where we can get the means for this purpose at the present time, unless we apply to the Legislature for authority to exceed the limit imposed by law on the municipal debt. This expedient

would not and should not be approved by our taxpayers, and I cannot recommend its adoption.

It has been suggested, that, as land is now cheap, it would be good policy to purchase what is required for a Court House before real estate appreciates with the revival in business, and postpone building to a future day. There are but few unimproved sites, which in size and location would be suitable for the purpose; and if we longer delay action in the matter the cost of the land may be greatly increased. But this is a matter over which the Board of Aldermen, acting as County Commissioners, have exclusive control, and my duty therein is fully discharged when I direct their attention to it. I will, however, observe that the powers given them under the act authorizing the taking of land for a Court House have been exhausted, and it will be necessary to get from the Legislature further authority if they propose at this time any action in the premises.

WATER DEPARTMENT.

The net cost of the Cochituate Water Works to

January 1, 1880, was	\$16,268,397 90
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Amount at that date of the Cochituate water

debt	\$12,101,273 98
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The gross income for 1879	\$1,071,901 37
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The net income for 1879, after paying —

Current expenses . . .	\$176,578 19
Interest on loans . . .	623,705 71
Extension	53,433 39
Mystic Water Works on ac- count East Boston con- tract	25,886 69
	<hr/>
	\$879,603 98
Net income	192,297 39
	<hr/>
	\$1,071,901 37

Mystic Water Works.

Cost of construction of works to date, including

Mystic sewer	\$1,594,754 09
Mystic water debt	1,153,000 00
Gross income	242,428 28
Current expenses	\$106,992 28
Extension of works paid out of income	18,910 56
Interest on loans	65,817 50
Chelsea, Somerville, and Everett contracts	24,247 79
	<hr/>
	215,968 13
	<hr/>
Net income for 1879	\$26,460 15

The report from the Water Department shows that its affairs are in a satisfactory condition. The new supply works are practically finished, and have been used for direct supply from Sudbury river during the past year. Most of the claims for damages have been

settled. The Board have advised an additional main from Chestnut Hill reservoir to the city proper for the relief of the low service, and they represent that the rapid increase of consumption from the high service will require the building of new high-service works.

For a long time great and well-founded complaint has been made of the impurity of the Mystic water. During the last summer it was unfit for use, and the government was greatly exercised to discover and relieve the causes of this impurity. Some of them, without doubt, were found in the polluting drainage of the tanneries of Woburn and Winchester, and the sewage of many of the houses of these towns, that flowed into the streams feeding Mystic pond, from which the water is taken. Eight of these tanneries and nineteen of these houses now drain into the Mystic sewer, and it is believed much of the mischief has been obviated, and that the Mystic water will regain to a large extent its former excellent quality and character.

We have in the water basins at Framingham a large supply of loam, which should be removed, to prevent injury to the water to be stored there. It will be wanted in the construction of the Back Bay park, and save the necessity of buying soil elsewhere. An order for its removal passed the Board of Aldermen, but it failed to receive the concurrence of the

lower branch of the Council, and I advise your early action in the matter. The filling of the park advances, and we shall soon need the loam. It cannot be had elsewhere so cheaply.

As the city has no further use for the Beacon Hill reservoir the Board recommend its removal and the sale of the land upon which it stands.

PARKS.

The Mayor being required to recommend to the Council all measures "which tend to the improvement of the health, comfort, and ornament of the city," I bring the subject of parks to your attention, as they eminently tend to the attainment of these desirable ends.

Modern philanthropy is greatly concerned for whatever affects the sanitary interests of our largely populated cities. It is active in its efforts to create a proper public sentiment in the matter. It is constantly expressing itself in petitions to legislatures, city governments, and other bodies, from whom emanate reports and addresses setting forth the causes of disease and the duty of government in the way of relief. This solicitude has led to the establishment of parks as promotive of public health, convenience, and comfort, in most of the large cities in this country and abroad. For a long time our

citizens have felt that the growth of Boston, its wealth and its interests, justified a reasonable expenditure for park accommodations, not merely for the pleasure to be derived therefrom, but for their sanitary benefits.

This feeling found expression in 1869, when a petition, signed by a large number of our prominent and public-spirited citizens, was presented to the City Government, asking for municipal action for the establishment of one or more parks. This was followed by other petitions, by the appointment of committees, by hearings, reports, and public meetings, by the passage of resolutions, newspaper articles, and all the methods by which public sentiment shows itself in respect to matters of general interest. This movement resulted in an act of the Legislature authorizing the necessary expenditure for the purchase of park lands. The act was duly accepted by the citizens, and a Board of Commissioners appointed to locate, with the approval of the City Council, one or more parks. This Board, in their very able report (City Doc. No. 4), in which the subject is exhaustively considered, recommended a series of parks in different sections of the city, connected by park roads, so as to give park accommodations to all the citizens. Although this plan was generally approved and its immediate adoption urged by the unanimous vote of

a large number of public-spirited and wealthy taxpayers at a meeting held at Faneuil Hall, in 1875, it was thought by the City Council that the time had not yet come for action ; that a matter so important should be held under longer consideration before our large debt should be increased by the large sums required for the park purchase. There was no considerable difference of opinion as to the wisdom or propriety of adopting some park scheme for our city ; the chief objection related to the *time* only when the work should be commenced. It was, therefore, decided that it would be best to defer for the present all action in the premises. This was a postponement, and not an abandonment, of the matter.

The great and long-continued depression in every branch of business which subsequently ensued led to the suspension, by general consent, of any further consideration of the park question. In 1877, however, notwithstanding the reluctance of the Council to expend at the time any moneys for park purposes, it was deemed judicious, for sanitary reasons, to buy and fill the flats recommended by the Commissioners for the Back Bay park, as they had been for years the receptacle of the sewage of Muddy river and Stony brook, whence in the summer season, when the waters were shallow, immense quantities of noxious gases exhaled, which greatly endangered the public

health. One hundred and six acres were purchased, at the average price of ten cents per square foot — less than the depreciated tax valuation of 1877,— the whole cost being about \$460,000. \$123,681.48 have been expended from the tax levy for filling. About eighteen acres have been filled to the required grade. The Boylston, Westland, Huntington, Parker Hill, and Longwood entrances have been filled to the extent of about 383,276 square feet, and also 370,600 square feet of the marginal-park road, which now extends almost around the park boundary. There now remain only about thirty-six acres to be filled, as about fifty-two acres will be occupied by the lake, to be formed from the waters of Stony brook, the sewage of which will be carried into the new sewer in another year.

When the Back Bay purchase was under consideration, it was argued that the appreciation of adjacent lands would yield, through increased taxation, a considerable part of the annual cost of maintaining the park, while the betterment taxes would repay a large portion of the amount paid for its purchase. Experience has justified this expectation.

In May, 1878,—less than six months after the purchase,— the valuation of the unfilled lands ad-

joining the park territory was raised by the assessors nearly \$900,000; and in May, 1879, still further increased to the amount of \$250,000. Upon this argued valuation the city has received the taxation of those years. As the park approaches completion, these lands must appreciate still more, for they are to be immediately filled, and will then be found among the finest locations for dwelling-houses in the city, because of their vicinity to the park.

The Commissioners are now engaged in assessing betterments on the lands improved by the establishment of the park, and it is expected that they will yield almost enough to pay the whole cost of the purchase.¹ A contract for filling has been made with the Boston & Albany Railroad, and, if you continue the annual appropriations for the work, the ground will soon be ready for the soil.

As Commonwealth avenue has now been laid out from Chester square, through the park, to Brookline avenue, the owners of abutting lands have agreed to fill them at once. This will increase their valuation

¹ The cost of the Back Bay park land was	\$465,226 10
The amount of betterments assessed	435,972 00

If the betterments are all recovered the net cost of the 106
acres will be \$33,254 10

about \$1,000,000. They will soon be covered with houses of the same elegant and costly character as those on the rest of the Back Bay territory, from which the city will derive a large annual tax.

The extension of Commonwealth avenue will greatly relieve Beacon street, which is incumbered by the immense travel that crowds into it. This relief would alone justify all the cost of the extension.

In December last the Commissioners, believing that the time had now come for action touching the proposed West Roxbury park,—if action is ever to be taken therein,—advised, in a communication to the Council, the purchase of certain lands for this purpose. A large number of our wealthy tax-payers and business men petitioned for the adoption of this recommendation, alleging that the required lands are now cheap, but would soon rise in value, as business improves and commercial prosperity returns, so that they could not be had for park objects except at greatly increased prices. I may add that if the horse railroads are extended, as proposed, into this territory, it will soon be divided into lots and built over, so that their value would be still more enhanced.

The Joint Committee, to whom the communication of the Commissioners and the petition were referred,

although unanimously in favor of the project, thought there was not sufficient time before the year closed to get the action thereon of both branches of the Council; they therefore recommend its reference to you.

The views of the petitioners seem to me to have much weight, and I deem it my duty to request you to give them your earnest and earliest attention. They ask for an expenditure, the greatest part of which, as large tax-payers, they must pay. If you look at the names appended to the petition, you will find that they represent large numbers of our best and most sagacious citizens,—those who have been long known for their attachment to Boston and their care for whatever affects its true interests.

Permit me to say, that, in considering this question you are to remember that we have now a very large population; that the great numbers who daily seek, in the summer months, the fresh air of the harbor, the coast, and the public gardens of our suburbs, attest the popular demand for park enjoyments, and that much of the land of the proposed West Roxbury park is in such condition as to furnish park accommodations without the necessity of any considerable outlay for the present.

The Commissioners recommend the acquisition of a strip of flats on Charles river for the construction

of the Embankment park, as set forth in their report for 1876. This territory is owned by the State, and by the Act of 1878 the Commissioners of Public Lands, with the consent of the Governor and Council, were authorized to make such disposition of it as might be just and proper. I have reason to believe that it could be obtained for a nominal price, and while it would ultimately form a park for the accommodation of the northerly part of the city proper, it would make for the present a dumping-ground for a large part of our coal-ashes and street-sweepings, of which we have about 150,000 loads a year. When the Back Bay park is filled we shall need a place for their deposit. By carrying them here we shall gradually fill these flats, without expense to the city. Further improvement might be postponed for some years.

Since we have no further use for the Beacon Hill reservoir, we might find here the stone which would make a sea-wall of the best character.

It has been estimated that the building of this wall would cost about \$300,000. The lands for the proposed West Roxbury park could probably be bought for \$900,000. If the State will donate to the city the Charles-river flats, the sea-wall and these park lands could be obtained for about \$1,200,000.

As we are so near the limit of municipal indebted-

ness we cannot now enter into this expense; but since the desire for some action in the direction of these objects is now so earnest and general, permit me to suggest for your consideration a plan which will give us the money without increasing our debt.

We have, as I have before stated, lands not wanted for municipal purposes. They should be sold. I append hereto a list of them, with the valuation of the Assessors. By this it appears that there are eighty-five pieces of real estate, valued, with the buildings thereon, on the 1st of May last, at \$1,626,800. These do not include wharf property, nor islands in the harbor, nor the Old State House, Faneuil Hall, the market, nor the school-houses to be sold to pay for the buildings of the new High Schools. They were lands which should have been sold before, so that the city may tax them.

It is thought, by competent judges of the value of real estate, that sales might be effected at prices above the Assessors' estimates. If, however, we realized only the appraised value, we should have the means, with such betterments as might be expected, for the purchase of the West Roxbury park lands and the building of the embankment wall. I may here add that the reservoir stone is almost

worthless where it is, as the cost of removal would nearly equal the cost of similar stone delivered from the quarry.

This scheme may be regarded as the exchange of lands not wanted for any municipal purpose for those which can in the future, at trifling annual cost, be transferred into parks, which will not only adorn and embellish the city, but afford attractive places, where that large part of our population whose necessities compel them to remain in our hot streets during the heated months can find recreation and health.

The West Roxbury park, Austin Farm, Forest Hills Cemetery, and the Bussey Estate, would together make an open and connected area of nearly one thousand acres, — a storehouse of fresh air, open for all time for the enjoyment of our citizens.

The scheme of selling these lands and applying their proceeds to the purchase of park lands might perhaps require legislative consent. If it should not appear to you practical or expedient, I would advise the sale of the property, and the payment of the money received therefrom into the city treasury. It is most impolitic to hold lands not wanted for public use. Let the citizens buy and improve them, and the taxes derived therefrom will help lighten the levy.

The Commissioners also advise the purchase and improvement of the lands and flats east of Q street, City Point, as a pleasure-ground and place of recreation for the large population now residing in this section of the city. For a long time this has been the resort of those who cannot seek elsewhere fresh air in the summer months, and it has been computed that sometimes thirty thousand persons have assembled there. The natural beauties of this locality have always been recognized, and if these flats were filled by dredging those contiguous, we should not only make a pleasant sea-side promenade, where the sixty thousand inhabitants of South Boston could enjoy the refreshing salt breezes, and a charming sea view, but improve at the same time the channel between City Point and Fort Independence.

These flats could now be purchased and filled for a small sum, and the opportunity for securing this important sanitary benefit should not be neglected.

DEPARTMENT OF PUBLIC BUILDINGS.

This department has charge of two hundred and ninety-nine buildings owned by the city, and nineteen leased for county, city, and school purposes, for which an annual rent is paid of \$28,360 : —

County buildings	\$12,500
City buildings	12,460
School buildings	3,400
	<hr/>
	\$28,360

The department has spent during the last year, in repairs of public buildings, \$189,367.97. It has completed two new school-houses, — the Allston Grammar School-house, in the Brighton District, and the Polk-street Grammar School-house, in the Charlestown District. The cost of the former was \$50,186.37; that of the latter, \$27,818.58. A new school-house will be required by the School Board at Egleston square, during the year, and repairs will be needed to the South City Stables for the Health Department. The estimates for the last item are \$7,000. The amount already expended on the Latin and High Schools is \$273,243.10. The appropriation for this purpose was \$400,000, and it is expected that it will be sufficient for the completion of the buildings. A further sum will be required to furnish them. There will be no other extraordinary expenses in this department during the year.

SCHOOLS.

Although the importance of popular education is so generally admitted, I think we cannot be too often reminded of this solemn truth, that there may be

no abatement of interest in our schools. Government is supported practically either by the school-master or the soldier. Republican institutions can alone be maintained by the former. When a community is ignorant its capacity to maintain itself against power is gone, and kingcraft, allied with priestcraft, dominates. These are truths which every page of history demonstrates. The educational becomes then the most important department of our government. Mistakes and shortcomings may occur in other branches; but these may soon be corrected, and therefore the mischief is not serious. If our public schools are mismanaged injury of the gravest character may follow, requiring time and labor to repair.

The Mayor is *ex-officio* President of the School Board, and I have watched with great interest the work of the School Committee during the past year. It gives me pleasure to assure the Council that they have faithfully performed their arduous work, and showed by their zeal and devotion a thorough appreciation of its importance.

Desirous of aiding the City Government in their efforts to reduce municipal expenses, they appointed, in the early part of last year, a Committee on Revision, "with full authority to examine every department of the school system of this city, to ascertain what, if any, change or changes can be made in the organiza-

tion of the public schools,—the courses of study, the furnishing of supplies, etc.,—by which the annual expenses may be lessened, or the efficiency of the schools increased.”

This committee gave the matters intrusted to them the most careful consideration, and their report is replete with valuable information and suggestions. If, to quote the words of the Superintendent, “Revision has failed or nearly failed to diminish expenditure,” our citizens have this benefit from the work of the committee,—they are now assured that there has been no extravagance; that the costs of the department are not more than its needs require. They will henceforth pay their school taxes without complaint; for they never have, and, as I believe, never will, object to any appropriation which the best interests of the schools shall demand.

When the requisition of last year was cut down so largely, the Council did not have the information contained in the report of the Revision Committee, and shared the belief, which has been so general, that large reductions in expenses might be made without detriment to the school system. I commend this paper to your consideration when you are called to provide for the School Department for the next school year. As the appropriation of last year is inadequate for the demands of the department for the balance of 1879–80,

it will be necessary to make some provision for the deficiency.

Many and important changes recommended by the Revision Committee have been introduced into the school system. The Kindergarten school, established as an experiment in 1870, has been abolished, because it was not thought that the demand for the continuance of this system of instruction was sufficiently general to warrant the great expense of establishing the number of such schools which would be required to accommodate all the children of the kindergarten age.

The recent report of the School Board shows that the High and Elementary Evening Schools are accomplishing important work. Their value cannot be overestimated. "Their influence for good," as the report says, "is potent and far-reaching, penetrating every nook and corner of the city." They teach classes whose age, vocations, and necessities do not permit them to enter other schools. We are told that "the number of pupils registered in the Evening High Schools for 1878-9 was 2,326, and the average number receiving instruction 955 — almost exactly two-thirds as many as were in attendance at the eight regular High Schools;" that at the same time there were over 1,700 attending the Elementary Evening Schools; that the attendants of the Evening High School alone represented 283 different occupations, and yet there were

258 pupils whose occupations were not known or given.

Who can fully estimate the benefits to society alone from the education of so many thousands of our poorer classes, that, but for these Evening Schools, would have been uninstructed, and, therefore, subject to the many perils of ignorance !

The School Board, at the suggestion of the Revision Committee, introduced an important change in the supervision of the Primary Schools, whereby the Grammar school-masters, relieved of this care, are enabled to give their whole attention to their proper duties. Changes have been made in the High Schools by establishing High School districts, and beneficial results are expected therefrom.

The committee have adopted an important plan for the supply of text-books to the pupils. Hitherto these were furnished to those whose parents refused or neglected to provide them, at an annual expense of about \$50,000, and it is supposed that more than one-half of those who thus received free books were able to pay for them. By the plan now adopted it is expected that this amount will be saved to the city. The number of Supervisors has been reduced from six to four. This saves \$8,000 per annum.

The committee express the hope that the system of training young children, known as Frobel's system,

will receive more attention, as they believe it will be found to possess many advantages. The experiment already made has, in their opinion, fully justified its cost, and those who have seen the working of the system are equally delighted and surprised. I believe it will ultimately enter into all our elementary instruction.

The total number of children in City of Boston between the ages of 5 and 15, according to the last school census,	
May, 1879, was	64,766
Increase for year	4,004
Total number of pupils enrolled in the public schools for the year	
	56,667
Total number of teachers	1,260
Increase for year	16
Number of schools	202

Expenditures by School Board : —

Salaries of teachers	\$1,101,251 95
Salaries of officers	54,421 44
Incidental expenses	251,287 22
Total	<u>\$1,406,960 61</u>

Expenditures by Public Building Committee : —

Incidentals	91,088 82
School-houses and lots	296,859 10
Total expenditures for schools	<u>\$1,794,908 53</u>

The expenditures for school-houses include the payments on the new Latin and High Schools in 1879. These will be finished and prepared for occupation at the commencement of the next school

year in September. They have been thoroughly built and will contain every convenience required by modern instruction. We may confidently believe that the usefulness of these schools will be greatly promoted when they are established in their new quarters.

When the Council made the loan for the erection of these school-houses, in 1877, they provided for its payment from the proceeds of the sale of the Bedford street, South street, Harrison avenue, and Washington street (near Dover street) school-houses. It is probable that the sum realized from this property will be nearly sufficient to pay the cost of these magnificent High Schools.

INDUSTRIAL SCHOOLS.

Impressed with the great importance of the developing and industrial schools, I directed the attention of the City Council of last year to this subject, — in my inaugural remarks, — and the committee charged with its consideration, after a long and exhaustive hearing, advised a reference of the question to the School Committee. That body subsequently adopted a resolution requesting the Council to “appropriate the sum of fifteen thousand dollars — in addition to the estimate for the year 1880–81 — to be spent in

fitting up and maintaining an Industrial Institute for the education of young mechanics." You will be called to act in the matter, and I trust it will receive your careful consideration.

The wisdom of teaching the mechanical arts is not impeached by those who oppose the establishment of industrial schools as a part of our school system; but they think it wrong in principle to tax the citizens for such instruction, however desirable it may be. I fail to appreciate the force of the objection. What justifies taxation for the support of Primary, Grammar and High Schools? *The public safety*. It can be vindicated on no other ground. Whatever the public safety demands should be conceded. Ignorance endangers society. It is the enemy of our free institutions. We tax to hire school-masters to fight this enemy — as we tax to hire soldiers to fight other enemies. If ignorance of the handicrafts multiplies idlers and tramps, why should we not tax for the instruction which will get us rid of them?

Assume that the training of these industrial schools will accomplish what their advocates claim, and give us good and skilful mechanics, then such institutions are to be defended on economical grounds alone, and will repay their entire cost. If the sole objection to their establishment is the legal right to tax for it, I think such objection, when examined in a proper

spirit, will be found of no more weight than that to taxation for other educational purposes.

PUBLIC LIBRARY.

Our citizens are justly proud of the Public Library. They know its value. It was established to make it "as far as possible the crowning glory of our system of city schools, to make it an institution fitted to continue and increase the best efforts of that system by opening all the means of self-culture through books for which these schools have been specially qualifying them." These objects have been well and successfully attained.

This Library is the largest, and I venture to say in every respect the best on this continent. There are few in the world superior to it. It now contains 370,641 volumes. Its remarkable growth from its organization, in 1853, to the present time calls forth our gratitude to those who have managed its affairs, to the City for its liberal appropriations in its behalf, and to its many friends for their generous donations.

I cannot repress the desire to refer to some of the latter, for they should be kept in perpetual remembrance. In 1850, that excellent man, patriotic citizen, and upright magistrate, John P. Bigelow, gave the first moneys donated to the Boston Public Library. The sum of \$1,000 had been subscribed by his

friends as a testimonial of his personal worth, but he directed its application to the Library.¹ This generous act and his "earnest and efficient labors during the early part of his mayoralty, in establishing this institution and obtaining the aid of two of its

¹ A large sum of money had been subscribed and collected by Mr. Bigelow's friends in the city, for the purchase of a silver vase, as a testimonial of their appreciation of his character and public services; but, on being notified of their intentions, he declined to accept so large a vase, and asked as a favor that a portion of the funds be appropriated to the foundation of a Free Public Library. This request met with some objection from the subscribers to the vase; but it was finally decided that he should receive a silver salver, suitably inscribed, and the balance of the money be appropriated agreeably to Mr. Bigelow's request. One thousand dollars were thus paid to the City of Boston to found the Boston Public Library.

The inscription upon the salver presented to Mr. Bigelow was as follows:—

"The Honorable John Prescott Bigelow, declining to receive a costly vase as a tribute to the faithful discharge of official duty, and suggesting that the fund obtained for that purpose be devoted to the founding of a Free Public Library, the subscribers to that fund, having acceded to that suggestion, do now present this salver to the Hon. Mr. Bigelow, in token of their high appreciation of that act of enlightened regard for popular learning, and of their respect for him as a man and magistrate.

ROBT. G. SHAW,
FRANCIS BRINLEY,
DANIEL SHARP, JR.,
DAVID K. HITCHCOCK,
JAMES WHITING,
D. E. JEWETT,
J. P. ROBINSON,
WILLARD HARRINGTON,

Committee.

Boston, May 20, 1850."

earliest and most munificent patrons, entitle him," as the resolutions passed on 29th January, 1869, on his resignation as Trustee of the institution, and at his decease by the City Council, declare "to be regarded as the founder of the Public Library of the City of Boston, and as such to be always recognized, respected, and remembered."

The example of Mr. Bigelow without doubt greatly influenced others. In 1852 Joshua Bates gave \$50,000; in 1853 Jonathan Phillips, \$10,000, and afterward \$20,000 more; in 1859 Abbott Lawrence, \$10,000, and Mary P. Townsend, \$4,000; in 1863 the Franklin Club, \$1,000; in 1871 George Ticknor, \$4,000; in 1874 Henry L. Pierce, \$5,000, to the Library. Gifts of books, pictures, paintings, engravings, and works of art were made from time to time by the Hon. Robert C. Winthrop, a constant friend of the institution; Edward Everett, Josiah Quincy, George Ticknor, Thomas G. Appleton, George S. Hilliard, William Gray, William Everett, Lemuel Shattuck, J. D.W. Williams, Charles G. Putnam, Jonathan French, James W. Paige, John C. Ropes, W. C. Gannett, Henry R. Dalton, John J. Dixwell, and many others.

You will thus perceive that the great success of the Public Library, and its present prosperity, have resulted from the "combination of municipal support and of private generosity."

The administration of the Library has been made more effective by its incorporation. It is gratifying to know that the circulation of instructive as well as pleasing books has been largely increased. The Trustees report "that the causes which have diminished for the last two or three years the use of the popular branch of the great Library still exist, and will continue to exist until larger and more suitable accommodations for the public are provided."

The necessities of the Library — its safety, convenience, and usefulness — all imperatively demand increased accommodations. This want has been recognized, not only by the Trustees, by the Citizens' Committee of Library Examination, but by the Joint Committee of the City Council of last year on this institution. It cannot be supplied by an addition to the present building. We should have a new building on some of the Back Bay lands, where we can have sufficient space for the present and future wants of the Library, and so isolated as to insure certain protection against fire.

I have reason to believe from conferences with His Excellency the Governor of the Commonwealth and others during the last year, that in view of the benefits derived from this Library by the people of the State generally, as well as the citizens of Boston, and for other meritorious considerations, the Legislature

would recognize the propriety of giving to the city a lot of ground on Boylston street for its location. I would suggest an application to the present Legislature for a grant of this land before it is divided into lots and sold.

Unless greatly assisted by private contributions we could not at present undertake the erection of a new building if the desired site were obtained.

The present location on Boylston street is central and accessible, and would sufficiently accommodate the popular Library and Reading-room, but the great consulting Library, which would be followed wherever within reasonable limits it should go, could be well located on any part of the Back Bay between Charles street and the Back Bay park.

I commend this matter to your earnest attention and care, believing that if the Library is accomplishing the objects of its erection, and, to use the words of Mr. George Ticknor, its early and steadfast friend, "it is found to supply an existing defect in our otherwise admirable system of public education, its future condition may well be left to the judicious liberality of the City Government and the public spirit of the community."

PUBLIC INSTITUTIONS.

The Board of Directors of Public Institutions has the charge of the Houses of Correction, Industry, and

Reformation, the Lunatic Hospital and the Almshouses. These institutions, particularly that portion of them which is located at Deer Island, have long attracted the attention of those interested in penal and reformatory questions. Strangers visiting Boston to study the management of our municipal service, always express admiration for the system under which they are organized, and for the good order and discipline which are everywhere maintained.

We may be assured that there will be no abatement of excellence in the management of these institutions while the present Board of Directors, guided by its able president, Mr. Samuel Little, supervises the department.

You and the citizens may desire to know that the general health of the inmates of these institutions during the past year has been good; that the number of patients in the Lunatic Hospital has been somewhat reduced; that in compliance with the order of the City Council fifty patients were transferred to the hospital at Danvers; that all the prisoners in the House of Correction are now fully employed, and that their work has been more remunerative for the last than for several previous years; that the brick extension of the main building of the House of Industry at Deer Island is nearly completed; that the home for adult female poor at Austin Farm has been increased,

so as to accommodate about one hundred more inmates ; and that the new building for pauper and neglected children at Marcella-street Home, to which the pauper girls now at Deer Island are to be removed, will be soon ready for occupation.

It is not probable that any appropriation will be required for this department at this time for any extraordinary expenditure.

In my last inaugural address I advised the instruction of the children of the Reform School in mechanical trades, so that they could earn their living when they left it. No action in this direction was taken by the last City Council. I now renew the recommendation, and solicit your serious consideration of the matter, believing that the interests of the community, as well as those of the children, would be greatly promoted by the measure.

OVERSEERS OF THE POOR.

The Overseers of the Poor were incorporated in 1772. Although a considerable part of their duties has been transferred to the Board of Directors of Public Institutions, their functions are most important and their labors arduous.

They are Trustees of the Pemberton, Boylston, Mason, Dexter, Jeffries, Bullman, Sears, Pierce, Holton, and Stoughton Funds, established by these phi-

lanthropists for the benefit of that poor "which we have with us always." The principal of these funds amounts to about \$510,000, and the income, together with the annual appropriation of the City Government, — now about \$125,000, — are expended in the relief of such of the poor as are not inmates of the Poor-house, and require temporary aid only. The income of some of these funds is specially appropriated by the devises, under which they are created, to certain classes of beneficiaries; but the duties of the Overseers require domiciliary visits to be made to those who solicit assistance; and we may form some opinion of the magnitude of their labors from the number of such visits during the year.

The last annual report shows that 14,011 visits were made by the officers of the Board, and 5,627 families (264 less than in 1877-78, and 1,286 less than in 1876-77) assisted.

The work of this department requires all applications for aid to be filed and recorded; and the books show about 20,000 of such papers. These files are indexed, so that the record of every applicant for municipal aid for the last fifteen years can be easily found.

The system and method exhibited in the business of this department are most commendable, and reflect great credit upon the Board.

The Overseers represent that, notwithstanding the extension of relief by recent legislation to larger classes of the poor not previously entitled thereto, neither the numbers relieved, nor the amounts distributed, exceed those of last year. They think there is reason to believe that there will be less suffering from poverty this winter than during those of many previous years. They represent that the "intimate relations, now happily inaugurated between benevolent individuals and the organized public charities, will tend to diminish still more the charge on the treasury for the relief of the poor;" and they assert that this charge would be still more diminished if instruction in those pursuits which enable the citizen to earn his living were given to the young, and to those also who have reached later periods of life.

The Lodge for Wayfarers, established in Hawkins street in the latter part of January, 1879, as an experiment, has proved a success. For many years the annual number of persons who sought lodging at the police station-houses averaged sixty thousand, nearly two hundred a night. On one occasion, the number exceeded six hundred. This crowd of "untidy and often disorderly persons interfered with the discipline of the stations and the more legitimate duties of the officers," and became an intolerable nuisance.

Most of these now come to the Lodge, where each

one has his clothes thoroughly cleaned, is well fed, and gets a good bed in a thoroughly ventilated room, for the slight equivalent of sawing and splitting in the morning a foot of wood. While the more deserving of these homeless and friendless beings are thus relieved for the time, the work required for the food and lodging furnished has driven from the city the incorrigibly idle.

The whole number of admissions to the Lodge for the ten or eleven months since it was opened is fourteen thousand, about six thousand different individuals. It is gratifying to know that they have been well behaved, and glad to perform the work due from them. They were for the most part in pursuit of employment, which in many instances was found for them by the Industrial Aid Society in the Chardon-street Building.

As our citizens will be interested to know the expenses of this institution, I would state that there was paid for —

Food, costing 5 cents per meal	.	.	.	.	\$1,600 00
Wages and salaries	.	.	.	.	3,000 00
Gas	.	.	.	.	405 00
Cleaning	.	.	.	.	171 00
Fuel	.	.	.	.	227 40
Water	.	.	.	.	50 00
Printing and garments	.	.	.	.	220 00
					<hr/>
					\$5,673 40
Alterations and repairs to furniture about	.	.			8,500 00
					<hr/>
					\$14,173 76

About five hundred cords of wood have been cut by the wayfarers. This was purchased at six dollars, and sold at ten dollars per cord. Some of this was purchased by our citizens, but most of it was furnished to our school-houses and public buildings.

The beneficial work of the Wayfarers' Home has fully vindicated the wisdom of its organization, and I trust the Council will appreciate the policy of continuing the appropriations necessary for its support.

The last annual report of the Overseers of the Poor is full of valuable information and suggestions touching this and other matters under their direction, and I commend it to your careful consideration.

CITY HOSPITAL.

The City Hospital is placed under the direction of a Board of nine Trustees appointed by the Council, three from that body to serve one year, and six from the citizens at large to serve three years, who annually elect a Superintendent, who controls, under their supervision, all the affairs of the hospital. The reports of these officers show that their trusts have been well and faithfully administered during the year. Boston may be proud of this charity. None but those who have examined its record can properly appreciate the benefits it has conferred upon the thousands who suffer from disease. We have had full value received

for every dollar spent on this noble institution. It is well and economically managed, and reflects honor and credit upon the Superintendent, the medical and surgical staff, and all the officers connected with it.

We can form some opinion of its work from the following statistics :—

Number of patients in the hospital on the 30th of		
April, 1878		308
Medical	2,686	
Surgical	1,543	
Ophthalmic	94	
	<hr/>	4,323
Total treated during the year		4,631
Discharged	3,981	
Died	347	
	<hr/>	4,328
Remaining in hospital, April 30, 1879		303
<hr/>		
Number of patients treated in the out-door department		10,419
Number of visits to hospital		31,822
The cost of maintaining the hospital during the year		
was	\$117,856	45
Paid by patients	7,820	42
	<hr/>	
Cost for treating 4,543 non-paying patients	\$110,036	03

The report of the Superintendent shows that the hospital has, during the past year, ministered to the wants of an increased number of persons, who have been treated at a decreased cost per capita. This result indicates greater economy and efficiency in the

management of the hospital, gratifying to the Trustees and creditable to its officers.

This institution has lost the services of Dr. Edward Cowles, who for seven years has managed its affairs as Resident Physician and Superintendent. Much of its success must be attributed to the fidelity with which he has performed his arduous duties. We are fortunate in having for his successor Dr. G. M. H. Rowe, whose ability and skill are assurance that the reputation and usefulness of the hospital will be well maintained in the future.

A Training School for nurses has been recently established at the hospital, and beneficial results have already ensued. When it is remembered that careful nursing is regarded as an important factor in the cure of disease, we can appreciate the necessity of educating those who are to follow this calling to a correct knowledge of its duties. The community as well as the patients of the hospital are alike thus benefited. As the school is now organized instruction is daily given by the Superintendent, and lectures on the various duties of the nurse are weekly delivered by the medical staff. These are followed by examinations, that there may be assurance that the pupils thoroughly understand what they are taught. This school of instruction has not

increased the expenses of the hospital, and all the nursing there is now under the charge of the Training School.

In my inaugural remarks last year I suggested the wisdom of applying to the Legislature for an act incorporating the City Hospital, so that it might possess the same powers which are enjoyed by the Overseers of the Poor and the Public Library. I was satisfied by information derived from those who best understood the wants and interests of this important charity, that its capacity for usefulness would thereby be greatly promoted. Without undertaking to specify all the advantages which a corporate organization would give the institution, I referred to the power of holding real and personal estate given or devised to it, and the greater likelihood of getting trustees who could give more time to their duties than those annually selected from the Council to serve for a single year. The subject was considered by the Council, but failed by a few votes to receive its approval. It was mistakenly supposed that the possession of the proposed corporate powers would place the hospital beyond the control of the City Council. Such would not be the fact. The trustees would be elected as now by that body; they would be removable at its pleasure as now; they would have no more control over the affairs

of the institution than they now have, and the Council would retain all its power to give or withhold the annual appropriations required for its support.

Believing, as I still do, that the best interests of the hospital demand its incorporation, and that this belief will be shared by you upon a full consideration of the subject, I again advise a petition to the Legislature for the required act.

BOARD OF HEALTH.

The record of this department shows a great amount of faithful work during the past year; that twenty-five thousand nuisances, including those of the Back Bay and South Boston, were abated. The former, most offensive in the summer months, has been relieved by extending the Stony brook sewer, covering the ash banks, and building sluices; the latter, which was fast depopulating a portion of Washington Village, by covering with clean gravel a large area of mud and sewage flats. It also shows a large number of vacant lots filled with stagnant water and other filth have been covered and improved; that ten additional public urinals were erected; that the Morgue on North Grove street has been repaired, enlarged, and fitted up for the accommodation of the work of the Medical Exam-

iners, and that proper attention has been given to quarantine, the Abbatoir, Lying-in Hospital, baby farms, cemeteries, and contagious diseases.

The report of the Board informs us that the City has been for some years happily "quite free from epidemic and contagious diseases; that the last case of small-pox occurred seventeen months ago; that no case of cholera or yellow-fever has been found in the city for many years; that scarlet-fever has been less prevalent during the last three years and that the mortality from it during this period has averaged less than during the preceding ten years; that the number of deaths in 1878 were 7,636, and in 1879, 7,393; that the deaths from preventable diseases, in 1878, were 1,980, and those of 1879, 1,907."

If the population be estimated at 375,000 the death rate for 1879 was 19.71 per thousand.

The Board suggests a change in the law so that no bodies can be buried or removed from the city without its consent. As the law now stands any one dying of contagious, malignant, or other disease, or by the foul practices of the abortionists or otherwise murdered, can be buried or carried away without even the knowledge of the Health Commissioners.

As the duties of the City Registrar properly belong to the Board of Health, I advise their transfer to that

department and the abolition of his office. By so doing we should save the treasury several thousand dollars annually, and give greater unity and efficiency to this branch of our municipal service.

The Board also points out the necessity of early and accurate information concerning disease and death, to enable it to adopt the means for the protection of the public health. To this end it advises an amendment of the law touching the registration of vital statistics. It also recommends some legislation by which there should be a lien for the reimbursement of expenses incurred by it in building drains, etc.; and suggests the vigorous prosecution of the work of filling the flats where the sewage of Stony brook is deposited before the approach of the warm season; but it does not expect complete immunity from nuisance in this territory until the completion of the sewer which is to carry off the foul matter and the filling of the offensive flats with clean earth.

IMPROVED SEWERAGE.

This important work has progressed steadily during the past year. The City Engineer reports that "of the main sewer, which crosses the city from Huntington avenue to the sea-coast at Dorchester, 3.22 miles in length, 2.54 miles are now completed, and the remaining .68 mile either under contract or being built

by the city, so that the whole will be completed during next summer. On the west side of the city a branch sewer is completed from Huntington avenue to Cambridge street, and on the east side from the main sewer to Dover street; 1.31 miles of other branch sewers are completed."

At the site of the pumping-station at Dorchester the Engineer is now building the foundations for the pumps and other structures. The necessary wharves and sea-walls have been constructed. The pumping-engines will be ready for use early next year, when we may be able to pump temporarily into Dorchester bay the sewerage now entering Stony brook, Charles river and South bay, which makes most of the sewage nuisance, and consequently causes most of the danger which threatens the health of the city. The Engineer reports that the "tunnel under Dorchester bay, which will conduct the sewage toward Moon Island, is under way and will be completed on 1st January, 1882. The reservoir and outlets will be finished at the same time, and the sewage may then be delivered into the outer harbor at Moon island."

The work has been well and economically constructed.

In view of the apprehensions which have been from time to time expressed touching the efficiency of this sewer in accomplishing its objects, it must be gratify-

ing for you and your constituents to know that the able and experienced Civil Engineer who is charged with this important work reports that after due consideration of the objections occasionally urged against the system, "Nothing has yet arisen to cause a doubt that the plan proposed is the proper solution of the sewerage problem at Boston and will afford the required relief."

The work of filling the Roxbury canal is nearly completed.

INSPECTION OF BUILDINGS.

The work of this department affects the safety of the city, and is therefore most important. The act providing for the regulation and inspection of buildings was passed in 1871, because so many fires were caused by defective construction. It is to be regretted that this bureau had not been created before, in compliance with the frequent recommendations of the Fire Department, as many buildings erected previous to the passage of the act would have been more safely built. The business of this department has been recently reorganized by the able Chief Inspector and his staff of assistants, so that the objects of its creation can be more effectively accomplished. By the system now adopted, detailed plans of all the important structures are

made and placed on file, and memoranda of the height, thickness of walls and floors, character of materials, and like architectural details, giving complete information of the construction, made and recorded. This work has been thoroughly done, and has consumed a great amount of time and labor. It reflects much credit on the Inspectors.

The report of this department shows, as evidence of its work last year, that

There were unsafe-buildings	240
Unsafe heating-apparatus	32
Dangerous chimneys	976
Violations of the building laws	1,650
Requisitions for fire-escapes	122
Defective flues	28
Examinations of engines, boilers, ovens, and furnaces	241

Some of the statutes of the Commonwealth touching the construction of buildings contain provisions which, although generally beneficial, are unreasonable and onerous in exceptional cases. Many applications were made during the year for relief from these stringent provisions; but the department had no power to modify them. I would suggest a change of the law so that more discretion be given to the Inspectors, in certain cases. Legislative action would be necessary for the purpose.

FIRE DEPARTMENT.

The losses by fire in 1879 to the recent fire in Devonshire street, in the latter part of December, were less than those of any other year for the last quarter of a century. This gratifying fact, is, without doubt, partly due to the improved method of building, but mainly to the efficiency of the Fire Department, its system of patrol, and its excellent discipline.

The department has 261 permanent members, and 342 call men. It has 29 fire-engine companies, 12 hose companies, 11 hook and ladder companies, 7 chemical engine companies, and a fire-boat, whose utility in saving shipping and wharf property is well appreciated by our merchants. For the extinguishment of fires the city is supplied with 4,300 hydrants and 216 water reservoirs, containing from 10,000 to 60,000 gallons of water each.

You and the citizens will thus see that Boston is well protected against the dangers of fire, or rather that it is well provided with the means of extinguishing it.

The cost of the department for the year ending

April 30, 1879, was	\$444,154 17
Add charges for water and hydrants	124,230 00
	<hr/>
	\$568,384 17

The Commissioners think the amount charged against the department for the use of water, care of hydrants, etc., excessive, the same being twelve per cent. of the whole water income; they assert that the cost of the water actually consumed in the extinguishment of fires at the meter rates charged manufacturing establishments, would not exceed \$1,500. It would seem that if this complaint be well founded, a reduction should be made.

The Fire Commissioners recommend the pension of firemen injured in the service, or who have become too old to continue in it. I think our tax-payers would not object to your making some provision for the benefit of those who are so constantly exposed to the perils of their dangerous vocation. We recompense to some extent the policeman who has suffered in defence of the peace of the city; there would seem to be equal reason in relieving the necessities of the fireman whose ability to provide for himself has been destroyed by his devotion to duty.

POLICE DEPARTMENT.

This department is now under the control of the Board of Police Commissioners. The number of men on the force is seven hundred. The estimated cost of the department for the financial year which ends April 30, 1880, is \$802,685.67.

Number special police appointed during the year	54
“ Department police appointed	36
“ Railroad police appointed	226
“ Private detectives licensed	10
“ Street railway licenses issued	1,865
“ Amusement licenses issued	303
“ Miscellaneous licenses issued	4,921
“ Applications for licenses	2,853
“ Licenses issued	2,173
“ Licenses revoked	22
“ Seizures	271
“ Gallons liquor seized	3,206
“ Unlicensed places	85
Total fees received for liquor licenses	\$237,657 00
Total fees received for other licenses	7,168 25
Total receipts of department	\$244,825 25

As everything which properly belongs to a department should be under its management, this Board should have the control of the City Prison and the Harbor Master. I recommend an application to the Legislature for a change of the law, so that it may have this control.

LAMP DEPARTMENT.

The committee on this department and the Superintendent of Lamps have shown during the last year commendable efforts to reduce expenses, and these efforts have been attended with much success.

The appropriations for the year 1879-80 were	\$400,000 00
There has been expended to 1st Jan., 1880	284,785 51
The balance	\$115,214 49

will be sufficient to meet all expense for the remainder of the financial year.

As there has been so much complaint in the past of the great and increasing cost of lighting our streets, I would say that the Superintendent reports that this is "to be traced directly to annexation, as one-half of all the street lamps are located within the annexed territory, and more than one-half of the appropriation is expended outside the city limits. There are at the present time over 400 miles of streets and places lighted by the department, covering a more extensive territory than any other similar department in the country. The length of streets lighted in the old city limits in 1867 was only 85 miles."

The cost of gas outside is much more than that within these limits. The price paid for the gas for the city proper is \$1.75 per thousand cubic feet, — a reduction of fifteen cents per thousand feet from the price of 1878; that of the eight different municipal districts averages \$2.46 $\frac{7}{8}$ per thousand feet. The reduction in the price of gas for the city proper effected a saving of \$8,000 per annum.

The increase in the number of lamps for the last twelve years is 6,757, being an annual average of 563. The total number of lamps at this time is 12,415.

The experiment of substituting the three-foot burner for the four-foot burner hitherto used was made in

the early part of the year, by which a saving of about \$40,000 will be made during the year.

The Superintendent advises the lighting of the Public Garden and of some of our squares, which are broad and unsafe to the pedestrian, by the great lanterns recently adopted in London, in which large jets of gas are used, consuming twenty cubic feet or more per hour, if experiment demonstrates their success. Such jets "are said to rival the famed electric light in brilliancy, at far less cost."

The department, with a view to economy, permitted experiments in May last by the Globe Gas Light Company and the U. S. Street Lighting Company, at their own expense, in substituting the gasoline lamps on about 300 city gas lamps. It was not found that these lamps "gave such satisfaction as warranted their continuance, and they were abandoned."

The department also considered proposals for lighting lamps by the pneumatic electric system, and gave the parties interested in it a lengthy hearing; but it was not proved that the advantages of the system were sufficient to justify the cost of its adoption. The City of Providence, which has hitherto used this mode of lighting a portion of its lamps, has recently decided to abandon it.

ASSESSORS' DEPARTMENT.

By the returns of the Assessors it appears that		
the real and personal estate liable to taxation		
was assessed at		\$613,322,691
Showing a loss in real estate of . .	\$11,598,900	
And a loss in personal estate of . .	5,525,275	
	<hr/>	
Total loss since 1878	\$17,124,175	
The highest valuation was that of 1874		\$798,755,050

Since then there has been a reduction every year. The reductions during the last five years amount to \$185,432,359.

The Assessors are of opinion that for the present at least there will be no further decline in the value of our real and personal estate. They have been called to make fewer abatements for over valuation during the last year than in any year since 1875. This acquiescence of the tax-payers in the appraisal of last year is deemed satisfactory evidence that the valuation was substantially just and correct.

The taxation of last year was \$12.50 per thousand dollars, being 30 cents per thousand less than that of 1878, the lowest rate, with one exception, since the close of the war,—that of 1872 being \$11.70 per thousand,—and the average rate for the past fifteen years has been \$13.50 per thousand.

If the same amount of taxes had been levied in 1879 which was levied in 1878, the rate would have

been increased, because the valuation was reduced as above stated.

The tax warrants for 1878 amounted to	\$8,241,545
Those for 1879 were	7,845,369
	<hr/>
Decrease	\$396,176

The Assessors advise a change in the law so that in suits for taxes against those "who are citizens for all purposes except paying their part of the costs of Government," the defendants shall not be permitted to change the venue to the counties where they claim to reside, that more impartial and unprejudiced verdicts may be secured.

The work of the Assessors is very arduous, and when it is remembered that since the enactment of the General Statutes in 1860, more than one hundred laws touching the assessment and collection of taxes have been passed, we can appreciate their labors. Mistakes doubtless have sometimes been made. It could hardly be otherwise; but I think it will be generally conceded that the important and difficult duties of this department have been well and successfully performed.

INSPECTION OF MILK.

The report of the Inspector of Milk shows that in his official visits, in the inspection and analysis of

milk, in the prosecution of offenders, and in other duties, he has been diligent and active.

If the interests of the citizens require the inspection of milk, the inspection, to be valuable, should be thorough. It is impossible for one Inspector to supervise all the dealers throughout the city. He should be assisted. The department, as the Inspector suggests, should be reorganized.

As experience is necessary to enable this officer to know those who deal in milk, and give him a proper understanding of his duties, he should be appointed for the term of three years, like the heads of other departments, and not as now, annually. An act of the Legislature would be required to make this change. I think the Inspector is entitled to more compensation than he now receives for the work he performs.

You will, of course, give these suggestions such consideration as the interests of this department demand.

PUBLIC RECORDS.

I desire to call your attention to the condition of some of the public records from 1650 to 1775. These papers comprise "original grants, deeds, bills of sale, wills, depositions, inquests, executions, surveys, and all the variety of documents used in the provincial

and colonial courts." They are valuable historically and otherwise. They are now stored in the basement of the Court House, where damp air and the rats are fast destroying them.

The Board of Aldermen, acting as County Commissioners, are required by law, under penalties, to provide "a suitable place for the safe-keeping and preservation of valuable documents belonging to the county," and when the records "are becoming worn, mutilated or illegible," it must have "fair, legible copies seasonably made," to be "preserved in like manner as the original records, papers, and documents."

I advise an appropriation sufficient to carry out the statute requirements.

The Trustees of the Public Library are willing to receive, arrange, classify, copy, and safely keep these records and papers. I recommend that they be placed in their custody for these purposes.

CITY CHARTER.

I should consider my official duties on this occasion imperfectly performed if I did not renew the recommendations of my last inaugural address touching a revision of the City Charter. It is generally admitted that important changes in this instrument are required by the great growth of the city and the consequent

multiplication of its departments, with all their increasing business. It is a piece of patchwork, wanting in unity, consistency, and logical harmony. Diversity of opinion as to the character of the needed changes has alone prevented action therein. I trust you will give the matter the consideration which its importance demands and the interests of the city require.

CITY STATUES.

During the past year the statue of Josiah Quincy, erected from the Phillips fund, was received and placed in front of City Hall. It was designed and executed by Thomas Ball, and is generally regarded as a successful representation of our distinguished Chief Magistrate.

The bronze group symbolizing the Abolition of Slavery in the United States, the gift of our munificent fellow-citizen, the Hon. Moses Kimball, has been erected in Park square. These statues will not only adorn the city, but inspire and instruct our citizens by their eloquent lessons of patriotism, philanthropy, and justice.

The City Council of last year directed the construction of two other statues of bronze—one of Governor Winthrop, the other of that distinguished patriot, Samuel Adams. Their cost will be paid from

the Phillips fund, and it is expected that they will be completed in July next.

There are other matters of municipal interest to which I desire to draw your attention, especially those relating to our harbor defences, and to the proposed improvements at Scituate for a harbor of refuge for vessels coming to Boston in dangerous weather, but as I have already occupied so much of your time I will make them the subject of future communication.

This year of 1880 makes an era in our history. The seventeenth day of the coming September will be the two hundred and fiftieth anniversary of the settlement of Boston. It is expected that we should distinguish the event by some proper civic commemoration. Your judgment will determine what befits the occasion. The statues of Governor Winthrop and Samuel Adams will be then completed, and, without doubt, you will deem it appropriate to dedicate them on our natal day. As there are many interesting unprinted records of our early town meetings and other municipal transactions, most valuable as illustrating the political and social history of Boston, it has been suggested that it would be a proper time to secure some of them from the dangers incident to manuscript by their publication in a memorial, as a part of the celebration. I would that all our record could thus be preserved and made known, for we may be

proud of it. Boston in all her history has been conspicuous for her patriotism, for her devotion to the cause of civil and religious liberty, and for the sacrifices she has made in its behalf. She was among the first to protest against the tyranny of the British Crown, and in Faneuil Hall it may be claimed that the Revolution, which culminated in American independence, was organized. She has always exercised a marked influence upon national thought and national action. She has been foremost in recognizing those humanities which mark the progress of civilization, foremost in establishing benevolent, charitable, and philanthropic institutions, foremost in promoting popular education through the free school, and foremost in promoting moral culture. Through the energy, enterprise, intelligence, and integrity of her citizens, she has attained great material prosperity. Let us hope that these virtues will long distinguish them, and when another cycle of two hundred and fifty years is added to our history, it may be found that the invocation on our city seal has been realized — that as God was with the fathers, so has he continued to be with us.

APPENDIX.

*Schedule of the Saleable Lands and Buildings, exempt from
Taxation, not wanted for Municipal purposes.*

PROPERTY AND LOCATION.	Ward.	Valuation Land.	Valuation Buildings.	Total Value.
Townway, Medford st.....	3	\$1,400	.....	\$1,400
Land rear 30 Belmont st.	4	100	.....	100
“ opposite Almshouse	4	5,000	.....	5,000
Almshouse estate.....	4	20,800	\$22,500	43,300
Continuation of Townway	4	2,300	.....	2,300
Land junc. of Essex & Lyndeboro' sts.	4	800	.....	800
“ Hanover ave.	6	1,800	.....	1,800
“ Causeway st.....	7	700	.....	700
“ and Buildings, 72 Cambridge st.	9	6,500	900	7,400
“ “ 84 Joy st.	9	2,000	800	2,800
Reservoir, Derne st., etc.....	10	147,500	52,500	200,000
Land cor. Harrison ave. and Beach st.	10	43,000	.....	43,000
“ on Newbury st.....	11	8,500	.....	8,500
“ junc. Columbus ave. & Eliot st.	11	133,800	.....	133,800
“ Pleasant st.	11	5,000	.....	5,000
“ High st.	12	5,500	.....	5,500
“ Washington sq.....	12	300	.....	300
“ Oliver st.	12	2,500	.....	2,500
“ Purchase st.	12	2,000	.....	2,000

PROPERTY AND LOCATION.	Ward.	Valuation Land.	Valuation Buildings.	Total Value.
Land Broadway extension	13	\$17,300	.....	\$17,300
“ W. Third st.	13	1,000	.....	1,000
“ L and E. First sts.	14	4,100	.....	4,100
“ L and E. First and E. Second sts.	14	3,700	.....	3,700
“ L, Second, and Third sts.	14	10,000	.....	10,000
“ E. Third.	14	1,400	.....	1,400
“ E. Broadway.	14	2,800	.....	2,800
“ E. Third st.	14	14,500	.....	14,500
“ L and E. Second sts.	14	34,200	.....	34,200
“ L and E. First sts.	14	25,000	.....	25,000
“ M and E. First sts.	14	25,400	.....	25,400
“ on E. Fourth st.	14	5,000	.....	5,000
“ on E. Third st.	14	6,400	.....	6,400
“ on N and E. Second sts.	14	9,700	.....	9,700
“ on N and E. Third sts.	14	2,200	.....	2,200
“ on N and E. First sts.	14	12,700	.....	12,700
“ on Middlesex st.	16	2,100	.....	2,100
“ and building on Bristol st.	16	30,000	5,000	35,000
“ on E. Dedham st.	17	10,200	.....	10,200
“ on W. Rutland sq.	18	34,400	.....	34,400
“ on Pembroke st.	18	2,800	.....	2,800
“ on Harrison ave.	18	27,100	.....	27,100
“ and Building on Harrison ave. .	18	31,500	.....	31,500
“ “ 576 Harrison ave..	18	202,500	.....	202,500
“ on E. Springfield st.	18	5,100	.....	5,100
“ on E. Chester park	18	56,000	.....	56,000

PROPERTY AND LOCATION.	Ward.	Valuation Land.	Valuation Buildings.	Total Value.
Land on Albany st.	18	\$15,000	.....	\$15,000
“ on E. Concord st.	18	5,000	.....	5,000
“ on Harrison ave.	18	13,000	.....	13,000
“ on E. Newton st.	18	4,600	.....	4,600
“ on Stoughton st.	18	104,000	.....	104,000
“ E. Newton st.	18	39,600	.. ....	39,600
“ and buildings, 952-990 Harrison ave.	20	36,600	26,500	63,100
“ and buildings, 948-950 Harrison ave.	20	5,300	1,500	6,800
“ and buildings, 930-946 Harrison ave.	20	14,900	1,500	16,400
“ on west side Fellows st.	20	24,200	.....	24,200
“ foot Fellows pl.	20	3,300	.....	3,300
“ on west side Fellows st.	20	12,000	.....	12,000
“ and buildings, 2 Fellows st.	20	1,600	700	2,300
“ on west side Brown st.	20	2,800	.....	2,800
“ on east side Fellows st.	20	5,100	.....	5,100
“ house, and barn, 11 Hunne- man st. ..	20	5,000	300	5,300
“ and house south side Hunne- man st.	20	2,900	400	3,300
“ Small-pox Hospital, Swett st. ..	20	33,500	2,500	36,000
“ cor. Hamlet and Boston sts. ...	20	600	.....	600
“ on Boston st.	20	400	.....	400
“ cor. George and Shirley sts. ...	20	1,000	.....	1,000
“ on Shirley st.	20	500	.....	500
“ and Marsh, Plymouth st.	22	14,200	.....	14,200

PROPERTY AND LOCATION.	Ward.	Valuation Land.	Valuation Buildings.	Total Value.
Land and House, Plymouth st.	22	\$3,400	\$3,500	\$6,900
“ “ “ “	22	1,100	3,500	4,600
“ “ “ “	22	1,100	3,500	4,600
“ “ “ “	22	3,400	3,500	6,900
“ Longwood ave.....	22	5,100	.....	5,100
“ “	22	5,100	.....	5,100
“ “	22	5,100	.....	5,100
“ Tremont st.....	22	55,500	.....	55,500
“ Gibson st.....	24	2,100	.....	2,100
“ “	24	1,900	.....	1,900
“ on 40-foot st.....	24	1,300	.....	1,300
Marsh, Milton Br. R.R.	24	100	.....	100
Land, Dorchester ave.....	24	14,000	.....	14,000
City Hotel property, Washington st..	25	37,000	5,000	42,600
Poor Farm	25	4,900	3,000	7,900
Land, cor. Pleasant and Franklin sts.	25	300	.....	300
“ Chestnut Hill ave.	24	1,000	.....	1,000
		\$1,454,700	\$137,100	\$1,591,800

The above does not include wharf property or islands in the harbor, owned by the city.

City Debt, Dec. 31, 1879	\$29,768,542 25
C. Water Debt, Dec. 31, 1879	12,101,273 98
Mystic Water Debt, Dec. 31, 1879,	1,153,000 00
	<hr/> \$43,022,816 23

Sinking Funds and other available means for the payment of the debt on Dec. 31, 1879 : —

Old Sinking Fund	\$8,101,438 98
Consolidated Street Improvement	1,281,017 14
Burnt District	1,539,464 26
New Sinking Fund	3,201,383 69
Cochituate Water Fund	2,196,788 15
Mystic Water Fund	257,118 38
Moneys for reduction of debt	975 87
	<hr/> \$16,578,186 47
Public Land Bonds, Street Improvement, and other bonds available for payment of debt	348,852 75
	<hr/> \$16,927,139 22

Outstanding debt to be redeemed by each Sinking Fund : —

Old Sinking Fund	\$9,646,590 60
Consolidated Street Improvement	3,391,847 92
Burnt District	5,702,103 73
New Sinking Fund	11,028,000 00
Cochituate Water	12,101,273 98
Mystic Water	1,153,000 00
	<hr/> \$43,022,816 23

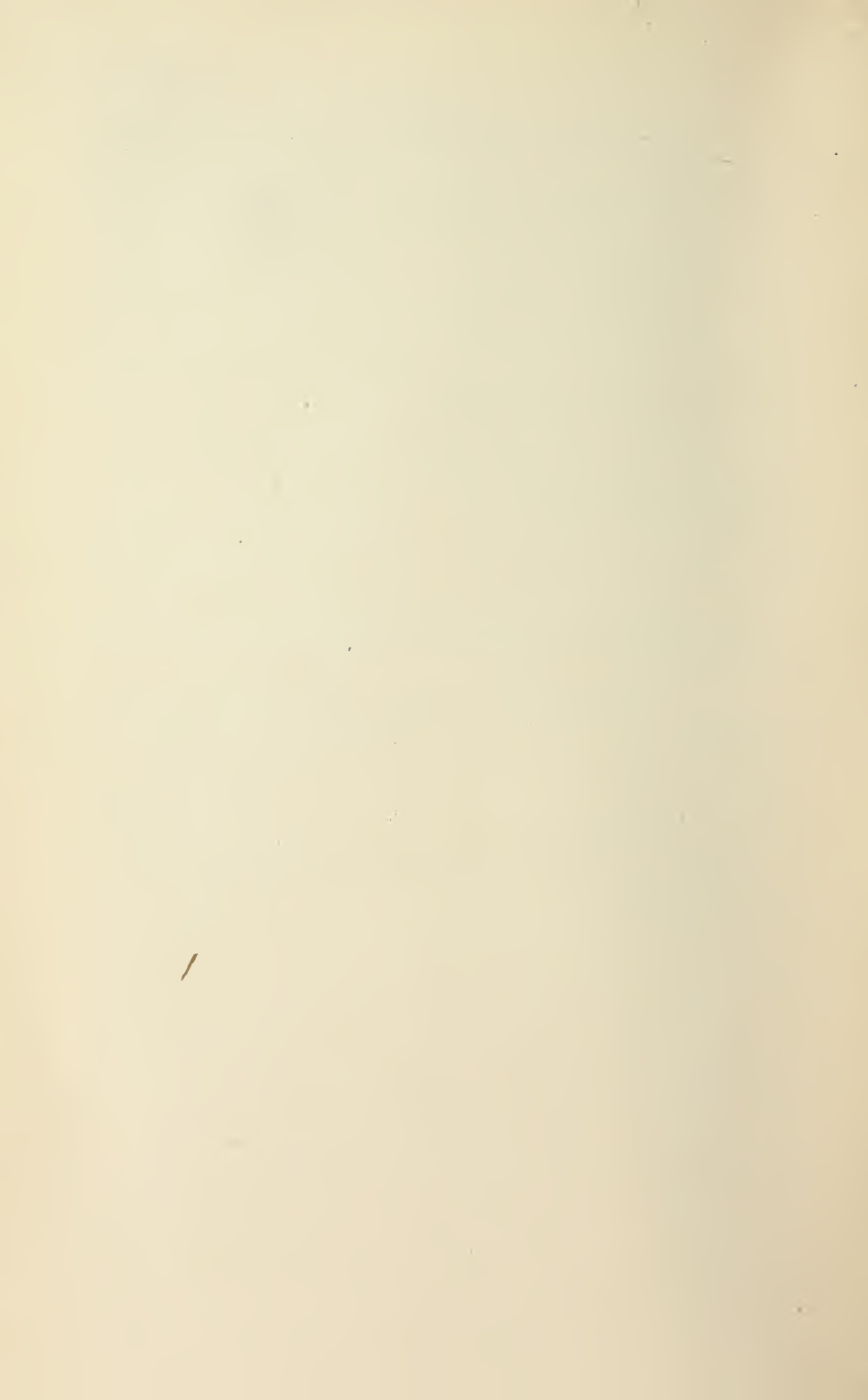
Authorized Loans not yet negotiated or issued, Dec. 31, 1879 :—

English High and Latin School Buildings, order of	
May 25, 1877	\$75,000 00
Roxbury Canal Improvement, order July 16, 1878	41,000 00
Northampton-street District, order April 26, 1879	241,000 00
Improved Sewerage, order Aug. 9, 1877 . . .	2,306,000 00
Widening Commercial street, order Dec. 31, 1877	50,000 00
Extension South street, order Dec.	
27, 1879	140,000 00
Extension Commonwealth avenue,	
order Dec. 27, 1879	135,000 00
	<hr/>
	275,000 00
	<hr/>
	\$2,988,000 00

Rate of interest paid on Loans issued during the last ten years : —

4% on	\$2,395,000 00
4½% on	1,368,000 00
5% on	9,524,127 00
6% on	22,281,000 00

Average rate on the total funded debt paid during the last ten years is $5\frac{718}{1000}\%$.



THE
INAUGURAL ADDRESS
OF
FREDERICK O. PRINCE,
MAYOR OF BOSTON,
TO
THE CITY COUNCIL,
JANUARY 13, 1881.



BOSTON:
ROCKWELL & CHURCHILL, CITY PRINTERS,
No. 39 ARCH STREET.
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CITY OF BOSTON.

IN COMMON COUNCIL, January 3, 1881.

Ordered, That His Honor the Mayor be requested to furnish a copy of his Address, that the same may be printed.

Sent up for concurrence.

ANDREW J. BAILEY,

President.

IN BOARD OF ALDERMEN, January 10, 1881.

Concurred.

HUGH O'BRIEN,

Chairman.

A D D R E S S .

GENTLEMEN OF THE CITY COUNCIL: —

You have been appointed by the citizens of Boston to administer their municipal affairs during the ensuing year. It is not necessary for me to remind you that the responsibilities you have assumed are grave and onerous. The successful management of the concerns of a large city like this requires at all times close attention, watchful care, and wise judgment. At the present time there will be an exceptional draft on your administrative ability, for you will be called to consider and act upon many important matters, affecting not only the present but the future interests of the city, and involving the expenditure of large sums of money.

Our municipal departments are so well organized that the Council has less to consider respecting the methods by which business therein is done, than the policy to be adopted respecting the business; and I may here say that my experience leads me to believe that most of the departments are well managed, and with reasonable economy. Doubtless there is room for improvement. It would be strange were it other-

wise, since experience is constantly suggesting new ideas in the management of all business, especially in that pertaining to public affairs. There is an old saying, that the king pays twice as much as any other person for all he buys. I do not think that this is the case with the City of Boston. All its important work has been done by contract with the lowest responsible bidders; and it is but justice to those who have made the contracts, and supervised the work thereunder, to add, that the prices have always been reasonable and the work faithfully performed.

The most serious and important part of your duties will be the consideration of measures which will reduce or augment the departmental appropriations. You will be called to tread the difficult way between the just demands and reasonable claims of the public interests on one side, and the ever dissatisfied and complaining tax-payer on the other. You must nicely discriminate amid many embarrassments, so that the clamor of the sordid may not be mistaken for the true expression of public opinion.

You cannot expect to satisfy every one. Many measures may commend themselves to your judgment as being for the best interests of the city, which will be opposed on insufficient and unreasonable grounds. Many things requiring time for the development of their benefits may seem to you proper

for adoption, which an impatient public, swayed by prejudice or passion, may not appreciate. In such cases duty may call for the exercise of high moral courage. I trust that the draft will be duly honored. We are not entitled to occupy our places, and should not have accepted them, if, after carefully considering all the questions that come before us, and reaching a conviction in respect to our action therein, we show ourselves wanting in the courage of our convictions.

The municipal election which has placed us in office was marked by unusual interest and excitement. The most prominent issue of the canvass was the alleged extravagance of the last city government. It was declared by those who opposed that government, "That the present high rate of taxation is due to injudicious and extravagant expenditures, and that it cannot be continued without driving capital away from our city, injuring all classes of business and diminishing the demand for labor."

Is this charge true, or is it merely the old battle-cry of those out of office who are trying to get in?

In my last inaugural address I told the Council that "whenever there is complaint of municipal extravagance the Mayor is the object of censure; yet, such is the limitation of his power and influence under our system, the City Council is in fact the re-

sponsible party. The Mayor cannot draw a dollar from the treasury for any civic purpose without the consent of the Council. The law directs the Mayor, to quote the words of the charter, "to communicate to both branches of the City Council all such information, and recommend all such measures, as may tend to the improvement of the finances, the police, health, security, cleanliness, comfort, and ornament of the city;" but the wisdom of the Council determines the adoption of these measures and the action to be had therein. The functions of the Mayor in respect to the inauguration of civic measures are merely advisory. He has, it is true, the veto power; but when the Council by a two-thirds vote orders any matter, it becomes the duty of the Executive to see that the will of the Council is obeyed.

If, then, there has been extravagance, as alleged, the censure which should follow it must fall on the Council; but nine of the last Board of Aldermen (six of whom were supported by the allegators of extravagance), and thirty-eight of the last Councilmen, have been reëlected.

This fact would be generally regarded as evidence that your constituents did not believe the charge of extravagance. I endorse all that has been said during the election, in respect to economy in the expenditure of the public money. It is at all times a duty.

No citizen should be compelled to surrender to the tax-gatherer more of his earnings than is needed for an honest and economical support of government, regard being had to the health, comfort, and safety of our citizens. We ought always to be willing to be tried by this test, and our constituents should be satisfied if it vindicates us.

In view of the gravity of the matter, and for your benefit when you make the appropriations for the current year, I propose to examine the principal expenditures of 1880, to ascertain why the taxes of that year were so large, and if we have spent more than we should.

The amount raised by taxation in 1879 was \$7,492,510, distributed as follows :—

State tax	\$206,370	Rate of same, \$	20
County tax	369,200	Rate of same,	46
City tax	6,916,740	Rate of same,	11 84
Rate per \$1,000			<u>\$12 50</u>

The amount raised by taxation in 1880 was \$9,466,876, distributed as follows :—

State tax	\$619,110	Rate of same, \$	86
County tax	260,000	Rate of same,	27
City tax	8,587,786	Rate of same,	14 07
Rate per \$1,000			<u>\$15 20</u>

Difference between the taxes of 1880 and 1879 .	\$1,974,386
The State and county taxes of 1880 were	\$879,110
The State and county taxes of 1879 were	<u>575,570</u>
Difference in these taxes	<u>303,540</u>
The city taxes, exclusive of State and county taxes, of	
1880, exceeded those of 1879.	\$1,670,846

What has caused this increase?

There was a decrease at the beginning of the last financial year in unexpended balances and income from

those of the preceding year amounting to . . .	\$445,625
Increased appropriation for Back Bay . . .	205,000
Increased taxation for Sinking-Funds . . .	97,950
Increased taxation for Paving Department . . .	300,000
Increased taxation for School Department . . .	215,500
Increased taxation for Fire Department and Engineer .	38,150
Increased taxation for Police Department . . .	42,592
Increased taxation for Sewer Department . . .	50,000
Increased taxation for Surveyor Department . . .	5,000
Increased taxation for Street Commissioners (Essex-st. extension)	50,000
Increased taxation for Bridges	66,500
Increased taxation for City Stable repairs . . .	7,000
Increased taxation for Public Buildings . . .	15,000
Increased taxation for Public Institutions . . .	7,700
Increased taxation for Board of Health . . .	2,300
Increased taxation for City Hospital	11,500
Increased taxation for Collector's Department . . .	<u>8,000</u>
<i>Carried forward,</i>	\$1,567,817

<i>Brought forward,</i>	\$1,567,817
Increased taxation for Commons and Squares . . .	32,500
Increased taxation for Lamp Department . . .	13,000
Increased taxation for Law Department . . .	2,940
Increased taxation for Printing and Stationery . . .	8,400
Increased taxation for Health Department . . .	20,000
Increased taxation for celebration (250th anniversary).	25,000
Total increase	<u>\$1,669,657</u>

The aggregate of these increased appropriations is thus seen to be \$1,669,657. Can it be justly said that the increase in these different appropriations was so unwisely made as to justify the charge of extravagance? The Back-Bay park expenditure was generally conceded to be proper, and was sanctioned by the unanimous vote of both branches of the Council; and there is no doubt that the amount will be repaid in the increased taxes derived from the increased value of contiguous lands, resulting from the creation of the park. This is not theory and speculation. It is a demonstration based on the assessors' valuation. The new school-houses were a necessity. The amount appropriated for the Street Department was also a necessity. The applications on file in the office of the Superintendent of Streets showed that the citizens demanded repairs on our 346 miles of accepted streets to the extent of \$2,500,000. All

the estimates of the cost of these repairs were carefully and critically considered by the Committee in charge of the Paving Department, and they demanded \$1,276,000 for its expenses. A majority of the Committee on Appropriations, after much discussion, advised the Council, in their report, to allow this department \$900,000, but a minority advised \$1,000,000. The subject was again carefully considered by both branches of the Council, and, as a compromise between the recommendations of the two reports, \$950,000 was finally voted. That this sum was not excessive is shown by the fact that many of our streets are not to-day in proper and safe condition, and yet there is no reason to believe that the Street Department has not prudently and economically expended its appropriation.

The extra expenditures of the Sewer Department were caused by the necessity of abating the Stony-Brook nuisance ; those of the Street Commissioners, by the Essex-street extension ; those of the bridges, by the rebuilding of Chelsea bridge and the repair of Western-avenue bridge ; those of the Lamp Department, by the general complaint of the citizens that the streets were not sufficiently lighted ; those of Public Buildings, by the repairs required to keep them in tenantable order ; those of the City Hospital, for the same reason ; those

of the Health Department by the great increase of work, which compelled an increase of expense ; those of Public Institutions, by the additions to the Marcella-street Home and the increase of pauper expenses ; those of the City Stables, by repairs and the necessity of a new shed ; those of the Surveyor's Department, by the great increase of its business ; those of the Police and Fire Departments, by the extra expenses in each to keep these important branches of the government in proper condition. I might refer to other items of extraordinary expenditure, and show that they could hardly have been avoided without jeopardizing the health, convenience, and safety of our citizens.

It is to be remembered that during the hard times caused by the long-continued stagnation in all kinds of business, every municipal expenditure which could be avoided without injury to the interests of the city was postponed year after year, so that in most of the departments extraordinary appropriations were demanded in 1880 to put them in proper condition. If these had been spread over several years the last tax rate would not have been so large.

Candor compels me to admit that there has been spent more than was necessary on the new Latin

and High School-house. This building, with the land and furniture, according to the report of the Superintendent of Public Buildings, cost the city about \$748,000. These schools did not require such an expenditure, and when it is charged that we have been extravagant in respect to this structure the charge cannot be defended. I may observe, however, that only a small part of this extravagance was put into the tax levy of last year. I do not mean to assert that the cost of the building was excessive, for our accomplished architect made such favorable contracts for the work that it cost us thirty per cent. less than it would at this time. My objection is to the size and appointments of the building. They seem too extensive for the wants of these two schools.

I may also observe that, notwithstanding the general charge of extravagance urged against the government of last year, which filled the newspapers hostile to the late administration, no specific items of improper expenditure have been pointed out, although the request for particulars was often made. It would have been just to those who have been censured, and useful to you who are soon to make the appropriations of the present year, if such specification had been made. When we know what expenditures our

tax-payers object to, we can give them more critical consideration than we otherwise might. In the absence of such information, and in view of the endorsement by reëlection of three-fourths of the Board of Aldermen who voted the alleged extravagance, and of more than one-half of the other branch of the Council of 1880, we may be permitted some doubts whether the intelligent portion of our citizens who understand the facts, really believe that the city government of last year was unfaithful to its trusts touching the expenditure of the public moneys.

These doubts augment when we find that our taxes are not so great as those of many other large American cities. They are not so high as those of New York, Philadelphia, Baltimore, and Chicago. In those cities there are numerous specific assessments, which are here put into the general tax levy, such as those for the care of streets, sidewalks, etc., etc. In the Auditor's Report of 1879-1880, page 304, there is set forth a remarkable case, illustrating this statement, where a piece of land, the average valuation of which for eleven years was \$24,700, was assessed for annual taxes at an average rate of \$26.70 per \$1,000, and for special assessments at \$52 per \$1,000, making an average yearly

assessment of \$78.70 per \$1,000; the total of all these taxes for the whole term being \$21,285!

Our citizens have a just pride in Boston. They want all the municipal benefits and enjoyments which are to be had. They are not satisfied if the streets are not kept in the best order, and well cleaned and lighted; they want the Fire Department to be as efficient as possible; they expect the Police Department to be so maintained as to accomplish all the objects of its organization; they wish our benevolent and reformatory institutions to be benefited by every improvement which the protection of society requires, and the philanthropy of the age demands; they want our schools to retain their preëminence among those of other cities, so that the reputation of our citizens for moral and intellectual culture shall be preserved; they want the health of the city secured; they want our public grounds made pleasant and attractive by proper care and attention; they wish all our civic institutions to be kept in the best condition, and are disposed to regard many things, which elsewhere are considered municipal luxuries, as municipal necessities,—and yet they are unwilling to pay the cost of them. Let me cite a remarkable case in point. In 1879 the government, in its desire to economize the expense of lighting our streets, changed the burners in the lamps, so that they consumed three cubic feet per hour, instead

of four, as previously. By this change we saved during the year \$40,000; the next year we should have saved very much more. The streets were not, of course, as well lighted as they were before we made the change; but they were as well lighted as those of most cities, and, in the judgment of many whose opinions were entitled to respect, sufficiently well lighted. So much complaint, however, was made of the insufficiency of light, and the belief became so general that the citizens were wronged, and the public safety endangered, that we were forced to abandon the economy and indulge the accustomed expense.

As I have observed, it is certainly our duty to exercise — whether the times are prosperous or not — a careful economy in the disbursement of the public moneys. We should avoid every expenditure which the health, convenience, and safety of the people do not clearly require, and I trust that the committees in charge of the several departments will not ask of you more than is necessary for their successful management. If they do, you should refuse them. It has hitherto been so common for them to ask larger amounts than the Council is willing to grant, that the Committee on Appropriations usually make great reductions from the estimates. Such reductions often approximate \$1,000,000, and it would seem that sometimes the

applicants ask for more than is needed, in the expectation that by so doing they will get more than they otherwise would, after the reduction has been made. It is to be hoped that this custom will be abandoned.

Where there are many items of expense, small extravagances in each make a large aggregate, and there is, therefore, greater reason for a watchful supervision of the expenditures of a large city than of those of a small one. Boston has not only a large population, — now nearly 400,000, — but in consequence of the various annexations, a large territory, containing an area of nearly thirty-seven square miles, and more than 346 miles of accepted streets, to be kept not only in safe condition, but according to the Boston standard of convenience and comfort. To keep these streets in such condition, and light them, and maintain the schools, the Police, the Fire Department, and pay the State and county taxes, and the interest due on funded debt, and the taxes required for the sinking-fund, has alone required, heretofore, between six and seven millions of dollars, and, when we consider the great number of other municipal expenditures that must be made, we realize the necessity of curtailing the expenses of every department as much as possible.

But, while we are exercising all proper economy, we are not to forget the true interests of the city.

Those citizens who most complained of municipal extravagance supported a candidate who was pledged to "relieve labor and business of the present unnecessary taxation, without disregarding the public improvements demanded by our enlarged boundaries and rapidly developing commerce." It would seem, therefore, that you are expected to consider the propriety of undertaking some of these "improvements." Amongst them will probably be the new Charlestown bridge, the additional landing for East Boston ferries, and the South Boston and West Roxbury parks. These are very important matters, and will claim your careful attention, as the future welfare and prosperity of the city may be greatly affected by your action therein. I do not believe that your constituents would object to any judicious expenditures for such "public improvements," as their cost would be returned with interest in the increased taxes, which the wealth resulting therefrom would be sure to yield.

In the front of City Hall there are two statues, — one of Benjamin Franklin, the representative of utility, frugality, and common-sense ; the other of Josiah Quincy, the exponent of progress, public spirit, and moral courage. If these great exemplars shall inspire our deliberations and guide our actions, we cannot fail in our official duty.

CITY DEBT.

The gross funded debt on Dec. 31, 1880, exclu-

sive of the Water Debt, was	\$28,319,476 62
The Cochituate Water Debt	11,631,273 98
The Mystic Water Debt	1,153,000 00

Sinking-Funds for its payment	\$41,103,750 60
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Old debt	\$4,891,531 01
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Consolidated street improvement .	1,316,186 25
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Burnt District	1,752,423 31
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Twenty-year	3,306,497 82
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Ten-year	396,305 74
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Public park	198,839 95
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Cochituate Water	1,748,974 07
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Mystic Water	326,364 41
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Moneys for reduction of debt .	1,279 51
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Total Sinking-Funds	13,938,402 07
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Other available means: bonds and

mortgages from sales of public

lands and street-improvement

bonds, the proceeds of which

are payable to the Sinking-

Funds	506,892 12
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14,445,294 19

\$26,658,456 41

If we deduct the Water Debts, less the Water

Sinking-Funds	10,708,935 50
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The net debt, exclusive of the Water Debt, is .	\$15,949,520 91
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Debt paid during the year 1880	\$4,581,831 47
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Average rate of interest paid during the last ten

years	\$5.683
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Authorized loans not negotiated for Improved

Sewerage	\$1,020,000 00
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Margin of debt which can be increased by the

city for purposes other than Water Works,

Dec. 31, 1880	\$1,707,461 00
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I append hereto a memorandum showing the amount of the debt falling due each year; also the debts redeemable by each sinking-fund. Also a memorandum of the debt paid during 1880.

The Council are aware that an act of the last Legislature required the last Board of Aldermen, acting as County Commissioners, to select a site for a new Court-House, before the 1st of December, 1880, and if they failed to do so the Supreme Judicial Court were empowered to appoint commissioners to make the selection. The Aldermen, in compliance with this direction, selected the lot belonging to the city, known as the "Reservoir lot." This location seems to be generally satisfactory, although many citizens preferred other sites. I trust that this vexatious question is at last settled. It has been before the City Government many years, and a decent regard for the constant and earnest request of the bench and bar, for better Court-House accommodations, will not permit further delay in the erection of a suitable building.

It is for you to take such action in the premises as may seem proper.

WATER DEPARTMENT.

Net cost of the Cochituate Water Works to Jan-	
uary 1, 1881	\$16,648,692 66
Amount to that date of the Cochituate water	
debt	\$11,631,273 98
Gross income for 1880	\$1,132,523 85
Current expenses	\$184,734 39
Interest on loans	86,893 63
Extension of works	638,664 75
	<hr/>
	910,292 77
Net income for 1880	<hr/>
	\$222,231 08

Mystic Water Works.

Cost of construction of works January 1, 1881,	\$1,619,878 36
Mystic water debt	1,153,000 00
Gross income for 1880	269,481 77
Current expenses	\$102,433 89
Extension of works	5,081 92
Interest on loans	64,750 00
Chelsea, Somerville, and Everett	
contract	26,454 07
	<hr/>
	198,719 88
Net income for 1880	<hr/>
	\$70,762 89
It will be seen by the above account that the net	
water income of the Cochituate Water	
Works, for 1880, was	\$222,231 08
That of the Mystic works	70,762 89
	<hr/>
Net income of both works	\$292,993 97

The Cochituate and Sudbury works are in good condition, but I regret to say that the demand for water during the year has been greater than the supply; for the season has been unusually dry, and Lake Cochituate lower than at any other time since 1874. Preparations for pumping the conduit have been made in case it should be found necessary to do so.

In view of the possible recurrence of another season equally dry, the Board have recommended the building of an additional storage-basin on the Sudbury system. It is to be remembered that this system was intended, when completed, to include at least seven storage-reservoirs, of which only three have been built. The others were to be built as they were wanted. The consumption of water has increased from 15,063,000 gallons in 1872, when the works were designed, to 26,000,000 in 1880. This consumption increases; hence the necessity for the immediate increase of storage facilities, by building at least one additional basin. The cost of the works having been much less than the original estimates, a portion of the unexpended appropriation can be applied to the construction of this additional basin.

The quality of the water has been as good as could be expected from newly constructed works. The increased demand for high-service water

requires immediate relief of these heavily taxed works by the construction of new ones at Chestnut Hill. This matter was presented to the last City Council.

During the year a new line of 48-inch pipes has been laid from the Chestnut-Hill reservoir through Beacon street to the city proper, at a cost of \$252,000. This gives an increased pressure of about ten feet in the low-service system.

A reduction of $33\frac{1}{3}$ per cent. has been made in the charge to the Fire Department for the use of their fire hydrants. This reduction amounts to about \$40,000. The rates of low-cost houses, occupied by more than one family, have been reduced. It would seem that, as the net water income is now so large, further reductions might be made to water-consumers, and I ask the attention of the Council to the subject.

Nearly all the claims for land damages, resulting from the building of the additional supply works, have been settled.

Some legislation should be obtained to compel the town of Framingham to dispose of its sewage so as not to injure the water of Farm Pond; and, as this town has applied to the Legislature for leave to supply itself from this pond, any grant

of such right should be on the condition that the water is protected from such sewage.

The Mystic Water Works are in good condition. Mystic Lake has also been unusually low during the last season, and the Board were forced to erect temporary pumping-works at the lake to keep up the supply in the conduit. The water is now rising at the rate of one inch per day, and it is probable that the pumps will soon be dispensed with.

Upon the completion of the new high-service works at East Boston the supply to this district was discontinued. This change will effect an annual saving to the Cochituate works of about \$40,000.

Mystic water is greatly improved in character, and during the year has been good.

The Board express the opinion that the capacity of the Mystic works should be increased by the construction of an additional storage-basin, or by some other method, and they are inclined to believe that this increase of capacity may become ere long a necessity. As the expense of these annual additions to our water works increases greatly our debt, it is to be regretted that our citizens will not exercise more economy in the use of water.

PUBLIC PARKS.

Contracts for filling the roadway around the Back-Bay park were made with the Boston & Albany Railroad Company during 1880, under which all the work except about 500 feet near the railroad bridge has been completed. The road will be completed early in the year. The Health Department supplied 12,376 loads of ash filling, and a small amount of filling was done by teams. The amount paid for filling and contingent expenses during the year was \$93,702.30.

A contract has been made for the building of the foundations and abutments of the Boylston-street bridge for \$38,647. The work has been commenced, and will be ready for the superstructure by the end of the financial year. The Beacon-street entrance to the park has been widened to 400 feet by the conveyance to the city, without cost, of 60,000 feet of land for the purpose. The additional width will greatly improve the principal approach to the park.

The important work of carrying the waters of Stony Brook through the park by a covered channel has made considerable progress; 17,000 linear feet of it are completed. The excavation for the gate-chamber has been done, and a part of the pile foundation driven. The expenditures on this work, to

Dec. 31, were \$33,199.42. The estimated cost of the whole work was \$110,000, and the appropriation was for this amount. It is not probable that the entire cost will exceed the estimate.

I deem it my duty to renew my commendation of the plan of the Park Commissioners for the creation of public parks at West Roxbury and City Point, if the required lands can be obtained at reasonable prices. The arguments, sanitary and æsthetic, in favor of these measures have been so often stated in the newspapers, in public addresses, and other ways, that it is unnecessary for me to repeat them. Few will deny the general proposition that parks greatly improve the health, comfort, and ornament of a city, and indirectly enhance its material prosperity and progress. Few will deny that the chief, if not the only, objection to the adoption of the beautiful park system, recommended by our able and public-spirited Park Commissioners, has been found in its cost. As I observed in my last inaugural remarks, to which I beg leave to refer your attention, a large number of our wealthy tax-payers in their memorial to the City Council represented that the time had come for the adoption of some part of this system, and requested the purchase of the lands embraced in the proposed West Roxbury park. The subject was referred to its appropriate committee, and was fully considered

by your predecessors. It is not to be denied that considerable opposition was made to the measure, both within and without City Hall; but, although its importance was generally recognized, the policy of immediate action was so seriously questioned by its friends as well as its opponents, that it was thought best by all parties to refer the matter to this Council. It will be before you for such action as may seem to you best.

My own judgment in the premises may be of no more value than yours, but I should not consider my duty fully performed if I did not say that if you think we can now afford to incur the cost of a municipal acquisition which will contribute so much to the health and enjoyment of our citizens, and add so largely to the ornament of the city, we ought to avail ourselves of the opportunity to possess it. It has been alleged by the opponents of this park, that, concealed beneath the project, will be found a scheme of the owners of the lands embraced within the park limits, to sell these lands at prices far beyond their value. If there is ground for this suspicion the danger of fraud could be averted by taking the lands under the powers in the Park Act, and submitting their value to the judgment of a jury. I think, however, it would be best to leave the question of price to the direction of the sagacious and

intelligent Board of Park Commissioners. These gentlemen — although not political officeholders — are well known in this community as citizens of the highest integrity and capacity, and are entrusted with the management of most important business affairs. No one need fear that any moneys placed in their hands for park purposes would be extravagantly or unwisely expended. I suggested to the last City Council, that if the park was to be made, the sooner the lands were purchased the cheaper they could be got. Experience has justified this prediction, for with the revival of business real estate in many places has appreciated, and West Roxbury lands are held higher to-day than they were a year ago. A year hence they will, beyond doubt, appreciate still more.

It is to be regretted that the recommendation of the Park Commissioners, for the purchase of the lands at South Boston Point, for the use of the large part of our population in that section of the city, as a common, and a place for resort for fresh air in the hot months, which seemed to meet not only the approbation of the last Council, but the general public, was not adopted and the measure consummated. The cost of the improvement is not large in comparison with the benefits to be derived, and I commend the matter to your early and favorable consideration.

In compliance with the direction of the last City Government, I petitioned the Legislature for a grant of a strip of flats on Charles river for the embankment park recommended by the commissioners ; but the committee to whom the subject was referred, although in favor of the measure and disposed to advise the gift, deemed it best, as the Harbor Commissioners and riparian land-owners had not agreed on certain essential preliminaries, to refer the matter to the succeeding Legislature. They therefore reported accordingly. As their report is favorable to the petition I would advise its renewal.

If the flats are granted they can be used as a dumping-ground for our street-sweepings and ashes, and thus be gradually filled without the necessity, for a long time, of an appropriation for their improvement. When we commence the building of the Court-House the stone in the reservoir will be found an embarrassment, and it could be conveniently used in the construction of a sea-wall. It will be desirable, therefore, to get the action of the State on our application as soon as possible. This strip of flats is considered by those whose judgment is entitled to weight to be of little value to any party but the city. The city and the citizens, by their

enterprise and energy, have made the lands of the State very valuable, and brought millions into its treasury. Boston pays more than a third of the State taxes. During a considerable part of the year the General Court enjoys the hospitality of the city. The prosperity of Boston is largely the prosperity of Massachusetts. The capital of our citizens and their business connections have largely contributed to the prosperity of the other parts of the Commonwealth. Whatever, therefore, affects the interests of Boston should be tenderly guarded by the State government, and the ancient and unnatural opposition to the metropolis of Massachusetts from Cranberry Centre, and other bucolic districts, remitted to the limbo of things which have been and are not. I do not doubt that the flats referred to will be ceded to us, so that we may initiate an improvement which will make Boston the most attractive city on this continent.

PUBLIC INSTITUTIONS.

The institutions under the control of the Board of Directors of Public Institutions, consisting of the Houses of Correction, Industry, and Reformation, the Lunatic Hospital, and the Almshouses, are in good condition, and show that, under the

watchful supervision of the Board having charge of them, they are successfully accomplishing the objects of their organization.

The year has been one of unusual prosperity and exemption from epidemic disease. There has been no material increase in the expenditures of this department, while the income, especially that of the House of Correction, has been considerably increased.

In this institution there are 418 inmates, a decrease of 74 during the year. Since April 30, 1880, its income, compared with the same period in 1879, has increased \$4,200. "The labor of the prisoners is in good demand at remunerative prices, and the continued business prosperity ensures the steady employment of all the prisoners." A new building for laundry and other purposes has been recently erected.

In the Deer Island institutions there are 1,291 inmates. A year ago there were 1,399. The difference in these numbers was caused by the discharge of about 100 pupils of the Truant School, who, under the recent decision of the Supreme Court, were unlawfully committed. It is not expected that any material additions to the accommodations of the island will be required during the year.

There are 164 patients at the Lunatic Hospital; the same number as there was last year. Most of

the insane belonging to Boston are sent to the State hospitals at Worcester, Northampton, Taunton, and Danvers. There are 465 of these cases. Those sent to South Boston are for the most part the aged and infirm, who are too feeble for transportation to distant places.

There are 210 pauper and neglected boys at the Marcella-street Home. The new buildings at this place are nearly completed. The chapel was occupied for the first time on Christmas eve. When the buildings are finished the pauper and neglected girls will be removed from Deer Island. Further appropriation is needed to complete them.

At the Austin Farm there are 152 adult female poor,—an increase of 22 during the year. The farm has been well and economically managed.

There are 40 inmates of the Almshouse in the Charlestown District,—a decrease of 43 compared with the number one year ago, caused principally by the transfer of 16 males to Rainsford Island and 20 females to Austin farm.

The Board adhere to the opinion, expressed in several communications to the City Council, that it would be for the interest of the city to discontinue this institution and remove its inmates to other places in this department. An additional appropriation will be required for this almshouse.

The appropriation for all the institutions controlled by this Board was \$486,700.

SCHOOLS.

The total number of children in the city of Boston between the ages of 5 and 15, according to the school census of May, 1880, was	57,703
Average number of pupils belonging to the public schools during the year	53,340
Whole number of teachers	1,269
Number of schools	202

Expenditures by the School Board.

Salaries of teachers	\$1,117,553 01
Salaries of officers, including truant officers	52,280 15
Incidental expenses, including salaries of janitors	253,451 89
	<hr/>
	\$1,423,285 05

Expenditures by Public Building Committee.

Repairs and alterations	\$156,355 28
School-houses and lots	199,576 94
	<hr/>
Total expenditures for schools	\$1,779,217 27
	<hr/> <hr/>

The appropriation of 1880 for this department was	\$1,650,500 00
For salaries of instructors and officers, and incidentals	\$1,334,000 00
For school buildings	316,500 00
	<hr/>
	\$1,650,500 00

The School Committee requested, for instructors, officers and incidentals, \$1,443,246, being \$109,246 more than the amount allowed.

The government, in refusing to give this department all that was asked, was influenced by the growing feeling in this community that our schools were costing too much. The citizens are willing that we should appropriate all that is necessary to maintain the high rank which the schools have always held; but they believe that the School Committee are spending more than they should.

The accomplished educator, Thomas Cushing, Esq., for many years the senior principal of the well-known Chauncy Hall School of this city, in his recent admirable lecture, read before the American Institute of Instruction at Saratoga, tells us that in Boston 10,058 pupils are educated at private schools, at a cost of \$366,642. If we add this sum to that paid by the city for the support of the school department during the last year, we have \$2,145,859 as the annual cost of educating our boys and girls. This amount must be regarded by every one as excessive. It is only justice to the School Committee to say that they have tried to retrench. They appointed a sub-committee "to examine every department of the school system of this city, to ascertain what, if any, change or changes can be made in the organization

of the public schools, the courses of study, the furnishing of supplies, etc., by which the annual expenses may be lessened, or the efficiency of the schools increased." This sub-committee gave the subject a great deal of attention and thought, but very little in reducing expenses was accomplished. Practically the School Committee confess that they cannot carry on their department with less cost to the city.

With no disposition to question the good faith of the committee, I sometimes think that the great powers given them by the statute, to expend all that they deem proper for school purposes, must mislead their judgment in respect to the just wants of the schools. I believe they would take different views of these wants if they were obliged, like the committees in charge of other municipal departments, to solicit from the Council the means of carrying on the schools in a petitioning rather than a demanding spirit. Nearly all the departments ask for larger appropriations than they need ; but, as their supervising committees have no control over the Treasury, they are obliged to take what the government chooses to give them.

School committees should be compelled to limit their expenditures to the appropriations of the

Council. No one need fear that the city government will not provide all that is necessary for the support of schools. It reflects at all times the public sentiment on this subject, and there is no stronger sentiment than the public interest in education except the religious sentiment and the love of liberty. This sentiment constantly grows, and there is more danger that it will become so intense as to invade the rights of the tax-payers than that it will abate ; there is more danger that we shall teach too much than too little.

I advise a new application to the Legislature for an act restraining the School Committee from increasing expenditures beyond the appropriations of the government.

PUBLIC LIBRARY.

The appropriation of 1880 for this department was \$115,000. It was for salaries of superintendent and assistants, purchase of books, cost of binding, fuel, gas, furniture, etc.

The whole number of books now in the library is over 386,000. It is the largest free circulating library in the world.

The circulation for the year 1880 is about five per cent. less than that of 1879, chiefly on ac-

count of the restrictions of the trustees on the purchase of the lighter classes of books. The State has given the city a lot of land on Dartmouth and Boylston streets for the erection of a building of sufficient capacity for the accommodation of this library, and I trust that before long we shall be able to have such a building. We need a fire-proof structure for the protection of the books. They are now exposed to constant danger, and, as many of them are invaluable and could not be replaced, action in this matter should be taken as soon as the finances of the city will permit.

POLICE DEPARTMENT.

This department is controlled by the Board of Police Commissioners.

The appropriation of 1880 for this department was	\$867,592 00
Expenditures from May 1, 1880, to Dec. 31, 1880 .	563,444 03
Balance for expenses of the rest of the financial year	\$304,147 97
Total amount of expenditures from Jan. 1, 1880, to	
Dec. 31, 1880	\$839,432 35
Number of police allowed by law	757
Number on the force Dec. 31, 1880	709
Amusement licenses granted	426
Intelligence-office licenses	81
Billiard-table licenses	350
Bowling-alley licenses	10

Pawnbroker licenses	70
Second-hand junk licenses	362
Second-hand articles licenses	241
Second-hand clothing licenses	75
Auctioneer's licenses	132
Liquor licenses	2,463
Fees received	\$266,687

The department is well managed, and in good condition. I would renew the recommendation which I made to the last City Council that the control of the City Prison and Harbor Master be given to the Board of Police Commissioners.

FIRE DEPARTMENT.

The appropriation of 1880 for this department was . \$605,150

Expenses during the year:—

Fire Department	\$447,310
Fire alarm	21,800
Bells and clocks	1,100
Water and care of hydrants	128,940
	<hr/>
	\$599,150

The Board has repeatedly complained of the large sums required for the use of water, and I drew the attention of the Council last year to the matter. Since then the Water Commissioners have reduced

their charges, by which about \$40,000 will be annually saved to this department.

The Back-Bay territory is so rapidly filling up that the Board thinks the safety of that section requires an engine there. This would involve the purchase of land and the erection of an engine-house. I bring the subject to your attention, confident that you will take such action thereon as will be found proper.

At the last session of the Legislature an act was passed authorizing the city to pension disabled and infirm firemen. No action has been taken in the matter, and I commend it to your consideration.

The number of fire-alarms during 1880 was . . .	597
Loss on buildings	\$341,913
Loss on contents	772,019
	<hr/>
	\$1,113,932
Insurance on buildings	\$2,676,532
Insurance on contents	\$2,542,041

LAMP DEPARTMENT.

The appropriation of 1880 for this department was .	\$413,000 00
Amount expended to Dec. 31, 1880	277,379 47
Unexpended	<hr/>
	\$122,620 53

The report of the able Superintendent of Lamps gives full and instructive information touching this department. We have not only a detailed statement

of the cost of the gas and oil, and the lighting and care of each lamp, and the entire expenses of the year in detail; but also a table showing the comparative expense of lighting our street for fourteen years, the number of lamps on the 15th day of December of each year, and their annual increase during this term. There has been an increase of lamps during the year, in consequence of the opening of new streets on the Back-Bay lands, and the requests of citizens in the outlying districts. The superintendent expects the demand for additional lamps will greatly increase during the present year and those to come, so that we cannot expect to lessen the expenses of this department. We must find consolation for this disappointment in the evidence it gives of municipal growth. Nearly all the wooden lamp-posts have been removed, and those of iron substituted. The few that remain will be changed during the year.

In consequence of the earnest and numerous petitions for increased light in our streets, from all parts of the city, representing many of our heavy tax-payers, we have been obliged, as I have before stated, to change our three-feet burners to four-feet burners. In the previous year we substituted the latter for the former, and saved thereby \$40,000, as I have already observed; but the demands were so

pressing that the committee on the department could not ignore them. It is not necessary for me to observe, that if the tax-payers will have plenty of light they must pay for it. Our streets were as well lighted with three-foot burners as most cities, and we should be contented in this matter with what satisfies others.

I am glad to inform you that when the subject of the restoration of the four-foot burners was under consideration, the gas companies, to aid the department in satisfying the citizens, and keep down expenses, made large reductions in the prices of gas.

					Per M. feet.
In the city proper the reduction was	.	.	.	.	from \$1.75 to \$1.50
In South Boston	"	"	.	.	" 2.25 to 2.00
In East Boston	"	"	.	.	" 2.25 to 2.00
In Roxbury	"	"	.	.	" 2.25 to 1.87½
In Dorchester	"	"	.	.	" 2.75 to 2.25
In Brookline	"	"	.	.	" 2.50 to 2.25
In Brighton	"	"	.	.	" 2.50 to 2.25
In West Roxbury	"	"	.	.	" 2.75 to 2.25
In Charlestown	"	"	.	.	" 2.25 to 1.87½

It may be interesting for our citizens to know the reductions which have been made to the city in the prices of gas during the last five years:—

	1875.	1880.
The city proper paid	\$2.08½	\$1.50
South Boston and East Boston . .	2.50	2.00
Roxbury and Charlestown	2.50	1.87½
Dorchester, Brighton, and Jamaica Plain,	2.50	2.25

Information is often sought of the cost of gas for our public buildings compared with that furnished to private consumers.

The Boston Gas Company charges the citizens \$2.00; the city, \$1.90.

South Boston and Charlestown Companies charge the citizens \$2.50; the city, \$2.50, 5 per cent. off.

East Boston charges the citizens \$2.50; the city, \$2.50.

Dorchester charges the citizens \$3.25; the city, \$3.00.

Brookline in Brighton charges the citizens \$3.00; the city, \$2.50.

Jamaica Plain charges the citizens \$3.00; the city, \$3.00, 5 per cent. off.

The number of men employed in the department is	136
Number of lanterns broken in 1880	7,479
Number of lanterns destroyed in 1880	79
Present number of public lamps	12,664
Gas lamps	10,296
Oil lamps	2,368
Increase during 1880	249

There are over 400 miles of streets and places lighted by this department, covering more territory than any similar department in the country.

The superintendent says: "The great cost of the department is to be traced to annexation, as one-half of all the street lamps are located within the annexed territory, and more than one-half of the appropriation is expended outside the old city limits."

Each of the 10,296 gas lamps burned 3,828 hours during the year, and each burned 4 feet of gas per hour. Total consumption of each lamp for the year, 15,312 feet; total consumption of all the lamps for year, 157,652,352 cubic feet.

Average cost per 1,000 feet	\$1 80
Cost of gas for each lamp	\$27 69
Cost of gas for all the lamps	\$285,195 55
Cost of lighting and care of each lamp	\$6 36
Cost of lighting and care and gas for each lamp	\$34 06
Total cost of lighting and care of the lamps	\$65,568 59
Total cost of lighting and care and gas	\$350,764 18
Cost of oil, lighting, and care of 2,366 oil lamps	
Oil consumed by each lamp per annum, gallons	32
Total consumption by all lamps, gallons	75,712
Cost of oil per gallon . . . . .	.11½
Total cost of oil	\$8,422 96
Cost of oil for each lamp per annum	\$3 56
Cost of lighting and care of each lamp per annum	\$11 40
Total cost of lighting, care, and oil for each lamp per annum	\$14 96
Total cost of lighting and care of all lamps per annum	\$26,972 40

Total cost of lighting, care, and oil of all lamps per annum	\$35,395 36
Total hours of burning of each lamp	3,828
Total cost of the department for the year	\$389,351 16

PAVING DEPARTMENT.

The appropriation of 1880 for this department was \$950,000; that of the previous year, \$650,000.

As it has been complained that the expenditures have been excessive, I append hereto a detailed statement of the work prepared by Mr. Charles Harris, the Superintendent of Streets. As I have before observed, the estimated cost of the street repairs, etc., which the citizens have asked of the department during the last year, exceed two and a half millions of dollars. The Committee on Paving, who supervise this department, after a careful consideration of all the petitions and the work which should be done, advised an appropriation of \$1,276,000. The City Council reluctantly voted \$950,000. If you are convinced that this money has been economically spent, you must believe that the amount was not excessive when you consider the quantity and quality of work done. The long experience and fidelity of the able Superintendent of Streets must assure you and the citizens that no extravagance in prices for work and materials has occurred, and it follows, therefore, that

all the money appropriated to this department was not only well, but judiciously expended.

As I have before remarked, the explanation of the great cost of keeping our 346 miles of accepted streets in repair is found in the demand of our citizens that they shall be kept in the best repair. They will not be contented with what satisfies other cities. The fine condition of our streets is often commented by strangers who visit Boston. If the tax-payers do not desire us to spend more in this department than New York, Philadelphia, and Baltimore spend on their streets, they must be satisfied with what satisfies these cities.

ASSESSORS' DEPARTMENT.

The real and personal estate liable to taxation in this city was assessed in 1879 at \$613,322,691. The assessors then expressed the opinion that, in view of the revival in business, there would probably be no further decline in values. This prediction was subsequently verified, for the valuation of 1880 reached \$639,462,495.

A gain in real estate of	.	.	.	.	.	.	\$8,593,100
A gain in personal estate of	.	.	.	.	.	.	17,546,700
Total gain	.	.	.	.	.	.	<u>\$26,139,800</u>

Complaint has been made that this valuation was

excessive, but it seems to be confined to the valuation of real estate; for, although the gain in personal was more than twice that in real estate, the accuracy of the valuation of the former does not seem to be questioned.

I think, however, with the assessors, that the sales of many estates since the valuation have vindicated the correctness of their judgment. In the business parts of the city, and in the Back-Bay district, property has been sold at prices largely in advance of the tax valuation, and during the year there has been a growing feeling, in consequence of the cheapness of money, and the improvement in all kinds of business, that real estate at present prices offers the best investment that capital can find. This conviction has become so general that large purchases are daily made. Further evidence of the sagacity and good judgment of the assessors is found in the fact that few abatements of their valuations have been asked. There are cases where sales of real estate have been made at prices far beyond the tax valuation.

I would renew the recommendation of my last inaugural, that measures be taken for a change in the law, so that in suits for taxes against those who are citizens for all purposes except paying their part of the costs of government, the defendants shall

not be permitted to change the same to the counties where they claim to reside, that more impartial and unprejudiced verdicts may be secured.

IMPROVED SEWERAGE.

This work progresses with reasonable despatch. The engineer in charge reports that although the "construction has not advanced so rapidly as was at first anticipated, substantial progress has been made during the past year. One and one-half miles of sewers, including the sections most difficult to build, besides much other work, have been made." The large main sewer crossing the city from Huntington avenue to the sea-coast at Dorchester, three and one-half miles in length, is practically completed; a gap of 200 feet only remains to be built. Six miles of branch intercepting sewers are also completed. These sewers are those necessary to relieve the most noticeable nuisances incident to our present system, and can be connected with the existing city sewers and made available as soon as the pumps are in position and ready for service. At the pumping-station, the engine-house foundations, filth hoist, connecting sewers, and some other structures, are also completed. During the year,

all the works will be so far advanced that they can be available to pump the sewage into Dorchester Bay, if the act authorizing the construction of the sewer will permit us to do so. The engineer thinks it will require two years more to complete all the works. About one-third of the tunnel under Dorchester Bay has been excavated, and the work steadily progresses. No unforeseen difficulties in the construction have been encountered, and there is every reason to expect the successful accomplishment of this part of the sewer scheme.

The construction of the reservoir and other structures at Moon Island and Squantum was begun early last summer, and has been industriously prosecuted. All the work has been well done, and it is gratifying to know that it has cost less than it would at the present prices for labor and materials.

The engineer does not doubt that this system of sewers will "ultimately accomplish all that has been claimed for it."

SEWER DEPARTMENT.

The appropriation of 1880 for this department was	\$150,000
Of which it has spent	113,695
Balance	<hr/> \$37,305

It has built 27,000 feet of sewers, mostly of small sizes. No large work has been undertaken. The demand for the extension of sewers has been unusually great because of the improvement in real estate from increased building.

STONY-BROOK IMPROVEMENT.

This important work will soon be completed. It has cost to this date \$86,188. About 1,600 feet of brick channel under Pynchon street, and 1,000 feet of channel walled with stone, under private property, have been built. The rest of the work will cost comparatively little, it being for the most part the lowering of the old channel. This improvement cannot fail to accomplish all the sanitary results expected from it, and it will be a cause of congratulation when this long-standing nuisance has been at last abated.

SUPERINTENDENT OF HEALTH.

The appropriation for this department was \$340,000. The unexpended balance on Dec. 31 was \$91,642.60.

In cleaning 185 miles of streets there were employed 178 men, 28 carts, 9 sweeping-machines, and 6 water-carts.

The streets were swept and cleaned weekly, during nine months of the year, and 52,492 loads of sweepings were collected.

In winter the men are employed in removing snow and ice from the sidewalks of public buildings and squares, and in clearing crossings. 89 men and 41 carts were employed in removing house offal. It is removed from dwelling-houses three times a week in summer and twice a week in winter; from hotels, markets, and restaurants daily. The number of loads collected in the year was 26,000.

121 men and 59 carts were employed in removing house-dirt; 139,799 loads were removed.

14 wagons and 43 men were employed in cleaning cesspools, and 9,232 loads of their contents have been collected and carried away and buried.

\$35,000 were received from the sales of ashes, street-dirt, house-offal, manure, etc.

THE BOARD OF HEALTH.

The appropriation for the Board of Health was \$86,000.

The work of this department during the last year has been laborious, but it has been well and faith-

fully performed. It has greatly abated the Back-Bay flats nuisance. It has more than half covered the Mill Pond and Rutherford-avenue flats with clean gravel, extended the sewers, and introduced tide-water so as to relieve the nuisance of this section. It has removed the South-Bay nuisance near Washington Village, by building a dam across the channel and allowing the flats to be covered by the tide; it has drained, under the Wet Land Act, many parcels of land hitherto covered with stagnant water; it has abated during the year 9,100 other nuisances, some of them serious ones; it has enlarged and improved the abattoir; it has greatly improved the seventeen burial-grounds under its charge; it has carefully supervised the licensed lying-in hospitals; it has vigilantly watched the baby farms; it has attended to the sanitary condition of the public school-houses; it has managed the public baths; it has inspected between May and November, when an unusually large number of cases of contagious diseases were brought here from foreign ports, 365 vessels, 20 of which were detained at quarantine for fumigation and observation; it has caused over 1,500 passengers on infected ships to be vaccinated, and it has taken such precaution and exercised such skilful management that, although there were many symptoms of yellow

fever and small-pox, no contagious disease has entered the city during the year from quarantine. This record of faithful duty and useful labor claims, and I doubt not will receive, the grateful appreciation of our citizens.

The control of the public baths was wisely transferred to this department at the beginning of the year.

The general sanitary condition of the city has improved during the year, although the mortuary statistics show an increase in the deaths of about 1,000 over those of the preceding year. Two-thirds of this increase has resulted from non-preventable diseases. Prior to 1877 scarlet fever was the most destructive contagious disease in our city. Since then the annual deaths from that cause have diminished from 538 in 1875, 458 in 1876, to 35 in 1880. Diphtheria prevails at this time over nearly the whole country. It has largely increased here since November, and now prevails to an unusual extent. The Board advises "more decided interference by public authority with a disease so prevalent and so fatal." I commend the suggestion to your consideration, that such action may be had as the safety of the citizens requires.

We have been almost wholly free of small-pox during the year, although it has existed in most

American cities. There have been here but four cases, only one of which proved fatal.

The Board asserts, and I believe the citizens will generally endorse the assertion, that the work of collecting the offal and sweeping the streets is so well done that "Boston is the cleanest city in the country."

OVERSEERS OF THE POOR.

The amount appropriated for this department was \$117,900. The Overseers have all the charge of the poor not given to the Directors of Public Institutions. They have the disbursement of the income of certain funds, now amounting to \$517,740, given by benevolent persons for the benefit of the poor. Their work shows that they are faithfully executing their trusts.

They represent that the "number of applicants for relief during the year is not less than the last," and their report sets forth various reasons to explain why there are so many claims for aid.

If, however, the number of persons relieved is not less than hitherto, it has not been increased, and the Board thinks that as business increases, and new industries are introduced, many who are now unable to get employment will find occupations.

The Lodge for Wayfarers, in Hawkins street, has been in operation for about two years, with successful results. Here those who formerly sought lodging at night at the police stations are received, cleaned, fed, and slept in a warm and well-ventilated room for the consideration of sawing and splitting, in the morning, a little wood. The most deserving of the applicants do not object to pay in this way for the aid they receive. The incorrigibly idle are driven from the city when they find they cannot be fed unless they work.

The number of persons who received aid from the Overseers in 1880 was 16,659.

PUBLIC BUILDINGS.

The appropriation of this department — which last year was \$80,000 — is expended in ordinary repairs (exclusive of school-houses, police stations, engine-houses, county buildings, public institutions, and City Hospital), fuel, light, furniture for City Hall, cleaning the Hall, and salaries of Superintendent of Public Buildings, assistants, engineer, and janitor of City Hall, Superintendent of Faneuil Hall, and alterations of buildings not otherwise provided for. During the year 1880 the expenses of this department were

\$83,783.30. The department has also expended in building and repairing school-houses, \$153,754.82. Two new school-houses are in process of construction, — one at Eggleston square, at a cost of \$45,000; the other at Seventh street, South Boston, for \$50,000; also an addition to the Prince School, to cost \$25,000. The new Latin and High School has been completed, at a cost for land, building, and furniture, of about \$748,000. Two new Primary Schools, of wood, are nearly ready for occupation, — one on Elmo street, and one near Ashmont station. They will cost \$13,600.

INSPECTION OF MILK.

The law of 1880, regulating the inspection and sale of milk, has been, in the judgment of the inspector, most salutary in its effects. Considerable resistance was made, at first, to its enforcement; but the energy of the department in prosecuting offenders is compelling obedience, and, as a consequence, the citizens are getting purer milk.

The number of wholesale dealers licensed in 1880	.	.	589
Number of retail dealers licensed in 1880	.	.	742
Number of prosecutions	.	.	11
Number of convictions	.	.	6
Number of cases pending	.	.	5

Number of samples analyzed	21
License fees paid into treasury	\$665 00
Fees paid into court	\$279 00

The inspector thinks he should be authorized to employ additional assistance during a part of the year, at least; and, as his duties have been greatly increased by the recent act of the Legislature, his request seems reasonable, and I commend it to your consideration.

CITY HOSPITAL.

The great length of these remarks does not permit me to say all about this institution which I desire. It is certainly one of the most important of our municipal departments, and the benefits derived from it by our citizens cannot be overestimated. It is too early to realize the advantages of its incorporation, but there can be no doubt that they will be found many and great.

The number of patients in the hospital at the last
report was

303

Treated during the year —

Medical	2,444
Surgical	1,463
Ophthalmic	88
Total	<hr/> 4,298

Number discharged	3,608
Died	401
Patients treated in the Out-door Department . .	10,309
Visits to the hospitals	34,010
Cost of maintaining the hospital during the year .	\$117,588 37
Paid by paying patients	\$8,366
Cost of maintaining non-paying patients . . .	\$109,222 37

The resident physician and superintendent earnestly recommend the erection of a suitable building as a home for nurses, as it is one of the "most urgent and imperative needs of the hospital." His report on this subject should receive the careful attention of the committee who will be appointed to supervise this institution. Other valuable suggestions are made by this able officer, to which I would also refer the committee, as action in respect to them will greatly promote the efficiency and usefulness of this noble charity. I may find occasion to allude to them hereafter in a special communication.

DEPARTMENT OF THE SURVEY AND INSPECTION OF BUILDINGS.

The work of this department has been greatly increased by the new and elaborate system for its management, devised by the inspector, and the large number of buildings erected during the year

in consequence of the improved activity in all kinds of business. Under this system we have a detailed record of the condition of every store and dwelling and public edifice, so that it can be readily ascertained whether there has been proper compliance with our building laws. Great care has been shown in supervising the work of construction so as to secure the safety which these laws were designed to accomplish. The vigilance and industry of the officers of this department cannot be fully appreciated unless the record is examined.

During the year permits were issued for brick, stone and

iron buildings	220
Wooden and frame buildings	465
Additions, alterations, and repairs	2,084
Steam engines and boilers	254
Notices filed to set furnaces	383
	<hr/>
	3,406

Estimated cost of brick, stone and iron buildings

erected during the year	\$2,300,000
Estimated cost of wooden and frame buildings .	\$750,000
Estimated cost of additions, alterations, and re-	
pairs	\$1,500,000
Estimated cost of setting steam engines, boilers,	
etc.	\$147,788
Estimated cost of setting furnaces	\$58,837
Estimated cost of buildings in process of erection,	\$3,000,000

The department discovered —

Unsafe buildings	156
Unsafe heating apparatus	88
Dangerous chimneys	249
Violations of the building laws	502
Imperfect fire-escapes	126
Defective flues	26

The inspector suggests many important changes in the laws touching the survey and inspection of buildings which should be carefully considered, and I invite your attention to the subject, as I think the safety of the city would be greatly promoted by their adoption.

NOMENCLATURE OF STREETS.

An order changing the names of such streets as have now the same name has been referred to you. It is important, to prevent mistake and confusion, to avoid all duplication in this respect. In selecting new names for some of our streets I would recommend to you the propriety of adopting those which "will commemorate the events and persons belonging to the history of the city." As has been well said, "names of cities, towns, and streets should be regarded as historic monuments." So many of our citizens have been distinguished for great services

in the cause of civil and religious liberty, science, literature, philanthropy, and business enterprise, that we should have memorials of them for the instruction and inspiration of succeeding generations. These views have been largely endorsed by many of our most intelligent citizens, and I trust they will be duly considered by you in our action in the premises.

I intended to speak to you touching other municipal departments, especially the Bureau of Weights and Measures, the East Boston Ferries, and Registration of Voters. The officers in charge of these departments have given me most elaborate and interesting reports in respect to the work done therein, and made many valuable suggestions touching their management. The length of my remarks compels me to defer reference to them to another time.

I have gone more into details in this address than has been usual with my predecessors in office, not so much to inform you, as the citizens, who are constantly soliciting information in respect to civic affairs, and the business of the different municipal departments.

The year that has just passed was distinguished as the 250th anniversary of the settlement of Boston. It was appropriately celebrated. As a part of the celebration, the statue of John Winthrop, the

founder of the city, and the prominent representative of the first era of our history, was erected in Scollay square; that of Samuel Adams, the fearless tribune, and the prominent representative of the second era, was erected in Adams square, — to commemorate not only the important events in which they are principal actors, but to keep constantly before our citizens those great principles — religious and political — to which their lives were consecrated, that there may be no abatement of patriotism and public spirit in Boston.

Our natal day was honored by the presence of a vast concourse of visitors. Among these were distinguished officials and eminent citizens from all parts of the country. All seemed deeply impressed by the evidence, everywhere apparent, of our municipal prosperity and glory. It was generally conceded that in whatever makes a community respectable, — in regard for law, in the maintenance of the public faith, in the appreciation of the things that are decent, in moral and religious tone, in charitable offices, in general intelligence, in public spirit, and in good citizenship, — no municipality could claim precedence of our beloved Boston.

Such appreciation was most gratifying to our citizens, and we may indulge the confident belief that while we maintain the civic virtues, and keep our

municipal reputation unstained, the peace, prosperity, happiness, and honor, now enjoyed by us, will be continued to succeeding generations in the centuries of the future.

APPENDIX.

APPENDIX.

GROSS FUNDED DEBT, DEC. 31, 1880.

Due.	City Debt.	Cochituate Water Debt.	Mystic Water Debt.	Total outstanding.
1874.....	\$1,000 00	.....	.....	\$1,000 00
1877.....	7,000 00	.....	.....	7,000 00
1880.....	8,000 00	.....	.....	8,000 00
1881.....	202,000 00	.....	\$26,000 00	228,000 00
1882.....	908,500 00	.....	100,000 00	1,008,500 00
1883.....	982,000 00	.....	202,000 00	1,184,000 00
1884.....	1,115,000 00	.....	.....	1,115,000 00
1885.....	403,000 00	.....	1,000 00	404,000 00
1886.....	1,118,000 00	.....	225,000 00	1,343,000 00
1887.....	1,053,090 00	.....	50,000 00	1,103,000 00
1888.....	1,602,000 00	.....	3,000 00	1,605,000 00
1889.....	1,173,000 00	.....	.....	1,173,000 00
1890.....	1,117,000 00	.....	100,000 00	1,217,000 00
1891.....	1,912,000 00	.....	190,000 00	2,102,000 00
1892.....	1,464,000 00	.....	109,000 00	1,573,000 00
1893.....	6,322,603 73	.....	45,000 00	6,367,603 73
1894.....	2,723,500 00	.....	102,000 00	2,825,500 00
1895.....	222,000 00	.....	.....	222,000 00
1897.....	275,000 00	\$500,000 00	.....	775,000 00
1898.....	100,000 00	990,000 00	.....	1,090,000 00
1899.....	4,325,872 89	250,000 00	.....	4,575,872 89

GROSS FUNDED DEBT.—*Continued.*

Due.	City Debt.	Cochituate Water Debt.	Mystic Water Debt.	Total outstanding.
1900.....	\$1,285,000 00	.....	.....	\$1,285,000 00
1901.....	\$1,643,000 00	.....	1,643,000 00
1902.....	2,047,273 98	.....	2,047,273 98
1903.....	905,000 00	.....	905,000 00
1904.....	46,000 00	.....	46,000 00
1905.....	1,357,700 00	.....	1,357,700 00
1906.....	2,647,300 00	.....	2,647,300 00
1907.....	15,000 00	.....	15,000 00
1908.....	950,000 00	.....	950,000 00
1910.....	280,000 00	.....	280,000 00
	\$28,319,476 62	\$11,631,273 98	\$1,153,000 00	\$41,103,750 60

DEBT PAID AND ISSUED IN 1880.

Debt paid during the year ending December 31, 1880:—

City 6 per cent.	\$2,807,500 00	
5 “	712,800 00	
4½ “	15,000 00	
4 “	29,000 00	
5 “ Sterling	59,740 87	
West Roxbury 7 per cent.	30,000 00	
“ 6½ “	10,000 00	
Dorchester 7 per cent.	53,500 00	
Roxbury 5 per cent.	107,000 00	
“ No int.	150 00	
Brighton 7 per cent.	4,000 00	
“ 6 “	3,140 60	
	<hr/>	
	\$3,831,831 47	
Cochituate Water 6 per cent.	750,000 00	
	<hr/>	
		\$4,581,831 47

Debt issued during the year ending Dec. 31, 1880 : —

City 6 per cent.	\$1,000 00	
“ 5 “	45,000 00	
“ 4 “	2,375,000 00	
	<hr/>	
	\$2,421,000 00	
Cochituate Water 4 per cent.	280,000 00	
	<hr/>	
		\$2,701,000 00
Decrease in 1880		<hr/>
		\$1,880,831 47

Of the amount paid (\$4,581,831.47) \$198,000 was paid before maturity.

Debt paid before maturity, by Revenue from Betterments, Land Bonds, etc., received during the year : —

Due in 1883	\$22,000 00
1887	15,000 00
1888	60,000 00
1889	29,000 00
1891	60,000 00
1892	3,000 00
1893	3,000 00
1895	6,000 00
	<hr/>
	\$198,000 00

SINKING-FUNDS, DEC. 31, 1880.

Old Sinking-Fund	\$4,891,531 01
Consolidated Street Improvement	1,316,186 25
Burnt District	1,752,423 31
Twenty-year	3,306,497 82
Ten-year	396,305 74
Public Park	198,839 95
Cochituate Water	1,748,974 07
Mystic Water	326,364 41
	<hr/>
	\$13,938,402 07
	<hr/>

Outstanding Debt, to be redeemed by each Sinking Fund : —

Old	\$6,012,500 00
Consolidated Street Improvement	3,293,872 89
Burnt District	5,702,103 73
Twenty-year	10,136,000 00
Ten-year	2,725,000 00
Public Park	450,000 00
Cochituate Water	11,631,273 98
Mystic Water	1,153,000 00
	<hr/>
	\$41,103,750 60
	<hr/>

Loans authorized, but not negotiated or issued, Dec. 31, 1880 : —

Improved Sewerage, Order of Aug. 9, 1877 . \$1,020,000 00

OFFICE OF THE SUPT. OF STREETS,

BOSTON, Dec. 30, 1880.

HON. FREDERICK O. PRINCE, *Mayor* : —

Dear Sir, — In response to your request for statistics from the Paving Department for the year 1880, I have the honor to submit the following report : —

The amount expended under the direction of the Paving Department, from Jan. 1 to Dec. 31, 1880, was as follows, viz. : —

For new paving, grading, macadamizing, gravelling, furnishing and setting edgestones, including cost of labor and materials, —

City proper	\$229,267 09
Roxbury	60,166 91
South Boston	41,319 44
East Boston	36,331 78
Dorchester	76,937 92
West Roxbury	35,528 26
Brighton	55,801 38
Charlestown	36,547 90
	<hr/>
	\$571,900 68

For repairs and maintenance of streets and highways, —

City proper	\$115,456	25	
Roxbury	34,320	29	
South Boston	28,647	57	
East Boston	14,710	51	
Dorchester	25,991	93	
West Roxbury	53,064	47	
Brighton	18,349	38	
Charlestown	21,306	95	
	<hr/>		\$311,847 35

For bridges, culverts, retaining-walls, fences and plank walks, —

City proper	\$31,251	04	
Roxbury	2,350	89	
South Boston	1,612	39	
East Boston	250	81	
Dorchester	4,219	87	
West Roxbury	2,482	52	
Brighton	5,202	80	
Charlestown	341	65	
	<hr/>		47,711 97

For care of streets and roads in winter, levelling and removing snow, —

City proper	\$14,052	89	
Roxbury	2,785	06	
South Boston	2,098	26	
East Boston	1,253	68	
Dorchester	1,825	92	
West Roxbury	2,360	99	
Brighton	1,416	60	
Charlestown	1,959	88	
	<hr/>		27,753 28

For tools, carts, horses, harnesses, repairs on steam engines, stone crushers and rollers, —

City proper	}	. . .	\$11,751 93
South Boston			
East Boston			
Roxbury			3,761 23
Dorchester			8,217 35
West Roxbury			4,560 17
Brighton			2,016 12
Charlestown			2,326 69
			<hr/>
			\$32,633 49

For grade damages, —

Roxbury	\$4,162 00
South Boston	1,222 00
Dorchester	1,740 73
<hr/>	
	7,124 73

For street signs and numbering streets	1,222 61
For stationery and advertising	2,334 71
For salaries of superintendent and clerks	8,715 50
For rent of stone yard	750 00
For incidentals	3,009 69
<hr/>	
\$1,014,904 01	
<hr/>	

Of the above amount (\$1,014,904 01) there was charged to the appropriation for —

Paving, etc.	\$968,139 62
Commercial street	12,157 22
Tremont street	22,631 91
Back Bay streets	11,634 31
Columbia street	340 95
<hr/>	
\$1,024,904 01	
<hr/>	

Of important work done I will mention the following :—

COMMERCIAL STREET was graded to its full width, as widened by the Board of Street Commissioners, from Eastern avenue to Charles-river avenue ; the curbstones set and sidewalks paved.

TREMONT STREET was paved with small granite blocks, from Dartmouth street to Lenox street, 3,000 feet in length.

NEWBURY STREET graded, curbed, guttered, and macadamized, from Exeter to Hereford street.

BEACON STREET widened, curbed, and macadamized, from Hereford street to Brighton avenue ; the sea-wall on the river side completed, and the abutments for the new bridge over the sluiceways commenced and in process of construction.

BRIGHTON AVENUE macadamized its entire length (14,000 f.), from Beacon street to Cambridge street, Brighton.

WESTERN AVENUE (Brighton) widened to 100 feet in width, 3,500 feet in length, graded, macadamized, and fenced, from the Cambridge line to N. Harvard street.

BLUE HILL AVENUE (Roxbury), from Warren street to Columbia street, widened, curbed, and macadamized.

CRAWFORD STREET (Roxbury), from Warren street to Walnut avenue, graded, and partly macadamized.

COLUMBIA STREET (Dorchester), from Washington street to Blue Hill avenue, widened, graded, curbed, and macadamized.

NEW SEAVER STREET, graded, curbed, and macadamized.

ADAMS STREET, from Pierce avenue to Minot street, widened, graded, curbed, and macadamized.

RIVER STREET (Dorchester), portion 2,000 feet in length, widened, graded, curbed, and macadamized. Also

MATHER, NORTH AVENUE, KING, WARE, DIX, DE WOLF, and TRULL STREETS (Dorchester), curbed and macadamized.

HYDE PARK AVENUE, extension (West Roxbury), graded and macadamized.

POND STREET, underdrained and macadamized.

UNION AVENUE, PORTER and JESS STREETS, graded, curbed, and macadamized.

ALBANO STREET, BIRCH STREET, and ANAWAN AVENUE, graded and gravelled.

The following streets were paved with small granite blocks : —

MARSHALL STREET.

MERCANTILE STREET, extension.

TREMONT STREET, Dartmouth to Lenox (mentioned above).

TREMONT STREET, Lagrange to Eliot.

CLINTON STREET, Mercantile street to Atlantic avenue.

ENDICOTT STREET, Hanover to Cooper.

AVERY STREET.

TAMWORTH STREET.

LINCOLN STREET, Essex to Beach.

A STREET, N.Y. & N.E. R.R. to Congress street.

WEST FOURTH STREET, F to Dorchester.

EAST FOURTH STREET, Dorchester to Atlantic.

EAST FOURTH STREET, L to N.

WEST SIXTH STREET, C to D.

PALMER STREET, Albany to Harrison avenue.

HOWARD STREET.

SUMNER STREET, North Ferry to Eastern R.R.

MAVERICK SQUARE.

MAIN STREET (Charlestown), Auburn to Cambridge.

CHELSEA STREET, Foss to Prospect.

The number of lineal feet of *new* edgestones furnished and set was as follows : —

City Proper	.	.	.	.	.	7,856 feet.
Roxbury	.	.	.	.	.	14,330 "
South Boston	.	.	.	.	.	7,033 "
East Boston	.	.	.	.	.	3,182 "
West Roxbury	.	.	.	.	.	4,011 "
Dorchester	.	.	.	.	.	24,870 "
Brighton	.	.	.	.	.	2,965 "
Charlestown	.	.	.	.	.	1,397 "
						<hr/>
Total	.	.	.	.	.	65,644 feet.

$\equiv 12\frac{43}{100}$ miles, against $5\frac{87}{100}$ miles set in 1879.

The number of superficial yards of new blockstone pavement laid was 113,572, against 72,872 in 1879.

The number of superficial yards of new brick sidewalks laid was 25,227, against 12,868 in 1879.

Respectfully submitted,

CHARLES HARRIS,

Superintendent of Streets.





